CENSUS OF INDIA, 1911.

VOLUME V.

BENGAL AND SIKKIM.

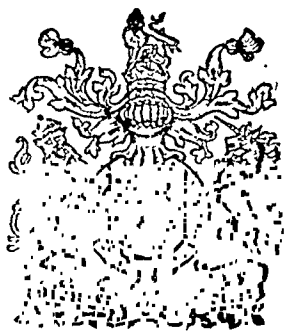
PART IV.

ADMINISTRATIVE VOLUME

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PREFACE.

This volume consists of a general review of the census operations in Bengal as constituted at the time of the census. It has been laid down by the Census Commissioner that it should be prepared solely for the use of the next Provincial Superintendent; but as the Government of Bengal has ordered that copies should also be supplied to District Officers, I have ventured to go beyond his instructions a little and include certain matter that may be of use to them at the next census.

L. S. S. O'MALLEY.

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REPORT

ON THE

CENSUS OF BENGAL

AND

SIKKIM, 1911.

ADMINISTRATIVE VOLUME.

CHAPTER I.

THE TAKING OF THE CENSUS.

A.—The General Village Register.

THIS volume deals with the census procedure in the Province of Bengal and the State of Sikkim as constituted at the census of 1911. Bengal then comprised the present Province of Bihar and Orissa, and the following parts of the Presidency of Bengal—the Presidency and Burdwan Divisions, the District of Darjeeling and the State of Cooch Behar. The procedure adopted in the census of Calcutta is dealt with in another volume.

THE JURISDICTION LISTS.

2. In its resolution reviewing the results of the census of 1901 Government remarked :—

"The first step necessary in the arrangements for a Census is the preparation of a complete list of villages. This is a matter of special difficulty in Bengal, owing to the absence of a village revenue agency and to the fact that no attempt has ever been made to keep the records of the revenue survey up to date. In many places the old survey mauzas have changed their names and their boundaries have been lost sight of, or can only be traced out laboriously with the aid of large scale maps or by questioning the agents of the local zamindars. These enquiries have to be repeated at each succeeding census, owing to the extensive changes which take place on account of (1) changes in the course of the great rivers that run through this province; (2) the temporary character of the houses in many parts, which results in a constant change in the formation of villages—hamlets growing into villages, and villages sinking to the status of hamlets; (3) the habit of changing village names; and (4) the constant change of village sites in Chota Nagpur and other remote tracts, where land is plentiful and fresh clearances for cultivation are made every two or three years. For these reasons, the preliminary instructions were issued early in the cold weather of 1899-1900, so that the necessary local enquiries might be carried out during the touring season under the direct supervision of the District Officers. These instructions provided for the preparation of complete lists of inhabited villages, showing the mauza in which each village was situated, the number of houses in each and the names of the persons qualified to act as supervisors and enumerators."

3. In compiling the village lists, considerable difficulty was experienced owing to the general absence of up-to-date and accurate lists of *mauzas*. In some districts, where there had recently been a cadastral survey, the thanawari lists furnished the information required, but elsewhere the only

records available were the Boundary Commissioner's lists, *i.e.*, lists of survey villages or mauzas, which were compiled, thana by thana, for all districts in which there had been a revenue survey. They had been prepared between 1853 and 1880, and represented the state of things which existed at the time they were prepared. Since then the boundaries of thanas and districts had been extensively rearranged, and great changes had taken place owing to the shifting of river channels in deltaic country. In many parts such changes had not been noted in the lists, with the result that they had become obsolete: elsewhere, attempts had been made to correct the lists in accordance with these changes, but the result was far from satisfactory. It was found that the arrangement of mauzas, though supposed to be geographical, was not always systematic, and in a number of districts the lists were in a state of hopeless confusion.

4. These facts were represented to Government, and in 1903 it was decided to revise the Boundary Commissioner's lists and prepare up-to-date lists of mauzas in districts in which the Boundary Commissioner's lists had not been superseded by the thanawari lists prepared in the course of survey and settlement. This work was entrusted to Mr. Rowland N. L. Chandra, Deputy Magistrate and Deputy Collector, who prepared revised lists, known as Jurisdiction lists, for the marginally-noted eighteen districts,* and also maps, known as Jurisdiction maps, which showed the boundary of each mauza, its name and the serial number assigned to it in the Jurisdiction lists. In other districts settlement and survey operations were in progress during the decade 1901-1910, and lists of mauzas or settlement villages had been compiled from the settlement records. The census officer of 1911 had thus a great advantage over his predecessor in having accurate and reliable lists of mauzas as a basis for writing up the village register, which is intended to be a complete and accurate record of all inhabited areas.

Burdwan.	Khulna.
Birbhum.	Jessore.
Bankura.	Gaya.
Midnapore.	Muzaffarpur.
Hooghly.	Champaran.
Howrah.	Saran.
24-Parganas.	Shahabad.
Murshidabad.	Cuttack.
Nadia.	Puri.

is partly built over, but mostly cultivated and waste, with a definite position and area, the boundaries of which were defined at the time of the revenue survey. It usually bears the name of the main village or collection of houses found on it when the survey was made, but the two things must on no account be confused. It is possible that in many cases the inhabited portion of the mauza then existing may have disappeared, or be now known by a different name. New villages or groups of houses may also be established, or existing villages may become depopulated and abandoned. The area of land included in the mauza, however, remains the same, and its position and boundaries continue unchanged. There is no such thing as a new mauza or sub-mauza; and the mauza cannot disappear, except by diluvion or by transfer to some other thana. Briefly, the term 'mauza' is used to indicate the area, and 'village' the collection of dwelling-houses. What is required is that each mauza should be dealt with in turn, and the names of all villages and hamlets actually in existence within its boundaries noted."

THE GENERAL VILLAGE REGISTER.

7. The form prescribed by Government for the General Village Register was as follows :—

1	2	3	4	5	6	7	8
Serial number of mauza within the thana.	Name of mauza.	Names of all inhabited villages or hamlets within each mauza.	Number of houses in village or hamlet.	Names of persons qualified to act as supervisors.	NUMBER OF CENSUS—		REMARKS.
					Circles.	Blocks.	

It was laid down that this register should take the place of the Census Registers (A and B) of 1901 in all districts in which the Boundary Commissioner's list had been superseded either by a cadastral survey or by the new Jurisdiction lists. Registers A and B of 1901 are shown below :—

REGISTER A OF 1901.

1	2	3	4	5	6	7		8		9
Number in Boundary Commissioners' list.	Name of mauza.	Survey number of mauza.	Whether inhabited or not.	Names of inhabited villages or hamlets within the mauza.	Number of each inhabited village or hamlet in Register B.	PERSONS SUITABLE FOR APPOINTMENT AS SUPERVISORS.		PERSONS SUITABLE FOR APPOINTMENT AS ENUMERATORS.		REMARKS.
						Name.	Profession.	Name.	Profession.	

REGISTER B OF 1901.

1	2	3	4	5	6	7	8	9
Serial number.	Name of village.	Survey number.	Name of mauza.	Serial number of mauza in Boundary Commissioner's list.	Number of houses in village.	Number of Enumerators' blocks.	Census circle in which included.	REMARKS.

Columns 1 and 2 of the new register were filled up from the thana lists of cadastral surveys or from the Jurisdiction lists. Previous experience having, as already stated, shown that the inhabited villages in any given area may, in the course of ten years, undergo such changes as to render the area difficult of identification with previous records, it was directed that column 3 of the register (showing the inhabited villages within each mauza) should be carefully written up to date from inquiries based on the information contained in column 5 of Register A, column 2 of Register B and column 3 of Register I of the *Chaukidari Manual*. To obtain this information, extracts from columns 2 to 6 of Register A, and columns 2 to 4 of Register B, together with a copy of the thana maps prepared in conjunction either with the cadastral survey or with the Jurisdiction lists (or a copy of the thana *muimli* in cases in which the cadastral survey had been completed, but not the thana maps), were sent to the officer in charge of each thana, who was required to state what inhabited villages were situated within the area of

each mauza. In other words, the Police officers prepared village lists, *i.e.*, lists of all the residential villages in each mauza. Inquiry by responsible officers, *e.g.*, Deputy and Sub-Deputy Magistrates, Kanungos and Sub-Registrars, was ordered in case of omissions and discrepancies, such as cases in which villages inhabited in 1901 were not entered in the village lists.

8. A different procedure was prescribed for the districts of Darjeeling, Hazaribagh, Manbhum and Palamau, which have not been completely surveyed. In their case Register B of the last census was brought up to date, thana by thana, the village in column 2 being the residential village or whatever local area was adopted as the unit at the census of 1901.* In some parts of these districts there are areas which have been surveyed, and here the survey mauza was adopted as the unit by which inhabited villages were grouped.

9. In some districts the preliminary work connected with the village register was concentrated at the district head-quarters, extracts from the registers of 1901 being made there and circulated to Police officers. Subsequently also the village lists prepared by the latter were checked and the register finally written up there. In other districts this work was done at each subdivisional head-quarters. In a few districts lists of mauzas, with their component villages and hamlets, were first compiled at head-quarters from Chaukidari Register I, which was checked by the census registers of 1901 and the Jurisdiction or settlement lists, in order that they might be as complete and accurate as possible before reference was made to the Police officers and local inquiry made. There is much to be said in favour of this course. Police officers are busy with their ordinary work during the cold weather; some are slow, and not all are intelligent. The preliminary compilation of the lists at head-quarters was justified by its success, for the village register was completed earlier than in districts where the village lists were drawn up by the police in the first instance. There was this further advantage, that the latter could not shirk work and endanger the success of the subsequent operations by merely copying out entries from the old registers.

THE VILLAGES LISTS.

10. In compiling the village lists, the Police officers had two very useful records to assist them, viz., the Jurisdiction or settlement maps and Chaukidari Register I. The Jurisdiction maps are skeleton maps of thanas showing the boundaries of each mauza, and also its number as entered in the Jurisdiction lists; a reference to the latter is sufficient to show its name. Chaukidari Register I is a register (also known as the Union Register), of which the first three columns show for each mauza in the Chaukidari union (1) its serial number according to the settlement list, or the Jurisdiction list, or the Boundary Commissioner's list, as the case may be, (2) its name, and (3) the inhabited villages included in it. It will be seen that the entries in this register correspond to those required for columns 1 to 3 of the General Village Register. Consequently, where it had been kept up to date, the preparation of the village lists presented no difficulty.

11. It was intended that the General Village Register should have been completed before the end of the cold weather, but unfortunately the Government circular on the subject was not received in the district offices until two months of the cold weather had elapsed. The preparation (in the head-quarters office) of extracts from Registers A and B of 1901 for circulation to police officers took a considerable time; and the inquiries about inhabited villages and, later, about discrepancies and omissions, were protracted into the hot weather. Complaints on this score were general, and there was a consensus of opinion that orders for the preparation of the register should have issued two months earlier.

Considerable difficulty was also caused in some districts by the Government circular being sent on to Police officers without further explanation. They did not clearly understand what was required, and were confused by instructions which were not meant for them. The necessity for issuing

* In Darjeeling the [illegible]

instructions in a simple and comprehensive form to Police officers should be insisted upon at a future census. These instructions might be in the same form as those issued by the District Magistrate of Saran (both in English and the vernacular), which are reproduced below :—

(1) Preparations for the census must begin at once. The first thing necessary is to compile a register of villages. The register will be compiled in this form.* A blank register is herewith sent to you. Separate registers are sent for the municipalities. Columns 1 to 3 should closely correspond to columns 1 to 3 of the Union Register I.

(2) Columns 1 and 2 will be filled up from the Jurisdiction list herewith sent. The thanawar map is already with you for your ready reference. Leave plenty of space in the case of a large mauza for entry of the *tolas* in column 3.

(3) In column 3 you will enter, one below the other, the name of each inhabited *gaon* or *tola* or *chak* or *kismat* within the mauza. If any village is found to be partly in another, it should be shown as appertaining only to the mauza in which the major portion lies.

(4) In column 4 you will enter the number of houses against each inhabited *gaon* or *tola* or *chak* or *kismat*.

(5) In column 5 enter the names of suitable persons, such as patwaris and chaukidari *panches*, who are qualified to be enumerators for blocks containing about 50 houses each.

(6) In column 6 enter the names and professions of the most intelligent and respectable persons who are qualified to be supervisors for circles containing each about ten enumerators' block.

(7) You will see how very important column 3 is. If any inhabited *tola* be omitted from this column, it will be forgotten when enumerators are appointed, and the counting of the people will be rendered incomplete. You must, therefore, carefully question chaukidari *panches* and chaukidars and other intelligent people, and must visit the villages and use your local knowledge in order to make the entries in this column complete.

12. The way in which the village lists were prepared and checked generally followed the prescribed procedure. Extracts from columns 2 to 6 of Register A, and from columns 2 to 4 of Register B of the last census, together with a copy of the Jurisdiction or settlement list and map, were sent to the officer in charge of each thana, with orders to furnish a correct and complete list of the inhabited villages in each mauza. For this purpose the entries in the registers of 1901 were checked by consulting panchayats, dafadars, chaukidars and others, and local inquiries were made where necessary. In districts where the panchayati system had been introduced, the Presidents of Unions were at the same time directed to submit lists of villages in their unions. These were used to check the lists prepared by the police and were found most useful, the Presidents having a more intimate knowledge of the villages in their jurisdiction than Police officers who have to deal with larger areas. The revised lists were checked in the Magistrate's office by comparison with the records of 1901, and in many cases with Chaukidari Register I. Discrepancies were inquired into by gazetted officers, such as the District Census Officer, Subdivisional Officers, Deputy and Sub-Deputy Magistrates, Sub-Registrars, Honorary Magistrates, etc. The discrepancies for the most part were such as might naturally be expected. Inhabited villages had disappeared within the past ten years, and new villages had sprung up. Hamlets (*parar, tolas*, etc.), which in 1901 had no separate name, had developed into independent villages. Villages again had deteriorated and become hamlets of new villages. In *diara* tracts village sites had changed. In many cases new names had been adopted. Mauzas entered in the Jurisdiction lists did not appear in the old registers in each cases the Jurisdiction lists were, of course, followed, as they contained a list of all mauzas in the district, which made it impossible for any mauza to be

* The form of the General Village Register [illegible]

(5) for the enumerators [illegible]
group only mauzas [illegible]

lost sight of. In other cases it was found that in 1901 villages had been grouped under wrong mauzas.

13. Where the Chaukidari Register had been prepared recently, it was possible to simplify the procedure. This register had been compiled from the Jurisdiction or settlement lists and the Census registers of 1901 (and in some cases the Census Village Tables of that year) supplemented by local inquiry; and it was sufficient to send the portion relating to each police-station to the officer in charge for a report as to the additions and omissions which investigation showed to be necessary. This made the preparation of the village lists a comparatively simple matter, as the Police officer had merely to bring the Chaukidari Register up to date.

Difficulties met with.

14. The chief difficulty met with was that in some districts mauzas were unknown, and it was difficult to ascertain their boundaries. The Magistrate of Howrah, for instance, reported—"Mauzas are practically unknown in the mofussil. Survey operations took place nearly half a century ago, and the names then existing have largely changed. The names of villages differ in the majority of instances from those of the mauzas: hence, considerable difficulty was found in locating the inhabited villages within their respective mauzas." In Hooghly, there was a similar difficulty in tracing mauzas, some of which were only represented by cultivated fields or gardens. In Midnapore, again, it was found that the boundaries were not known even to the local people, and in some cases their names had been forgotten owing to the greater importance of new villages. Even in Purnea, which had been recently surveyed and settled, thana officers, in spite of the settlement thanawari lists, did not understand the difference between a village and mauza, and their lists had to be largely revised. The confusion thus caused might have been avoided by the issue, at an early stage, of instructions regarding the difference between them such as those mentioned in paragraph 6.

15. In Patna and Ranchi, which had recently come under survey and settlement, considerable confusion was caused by attempting to make the registers of 1901 the basis of the village lists, in spite of the fact that the mauza numbers shown in those registers were those given in the Boundary Commissioner's lists, and that new thanawari lists of mauzas had been prepared by the Settlement Department. This procedure was in accordance with the orders of Government regarding column 3 (quoted in paragraph 7), but it was found to be practically impossible to make any use of the registers of 1901, because the mauzas were arranged according to the Boundary Commissioner's list, whereas in the new register the villages had to be grouped by the mauzas entered in the settlement thanawari lists. In Patna, moreover, small mauzas had been amalgamated, so that a comparison of the thanawari lists and the registers of 1901 involved much useless labour. In the Sonthal Parganas, again, the registers of 1901 were compiled on the basis of the revenue survey mauza, which had disappeared for all administrative purposes, being superseded by the settlement village. It was thought at first that the old revenue mauza would be the census unit, and an infructuous attempt was made to compile the village lists accordingly.

The practical difficulties which arose owing to this procedure may be realized from the following remarks of the Deputy Commissioner of Ranchi. "Copies of Registers A and B for the 1901 census were sent out to officers in charge of police-stations. For thanas for which settlement records had been finally published, the thana lists of the villages prepared by the Settlement Department were also supplied. The Sub-Inspectors were directed to bring the A Registers up to date, and to furnish complete lists of villages within each thana, of inhabited *tolas* or hamlet within each village, and of the number of houses in each *tola* or hamlet. The value of the old records was considerably impaired by the facts (1) that the entries in the A Register did not follow any intelligible order and were incomplete, entries in column 6 containing reference to corresponding entries in Register B being altogether wanting, and (2) that in the absence of any attempt at correct transliteration, names of villages had often been distorted beyond all recognition. The Police officers generally left them severely alone, trusting only to Chaukidari Register I and reports from chaukidars on parade days for

the preparation of the lists required of them. Many of them also do not appear to have attached sufficient importance to the lists prepared by the Settlement Department. The lists submitted by thana officers had, therefore, again to be compared at head-quarters with the old records, and with the thana lists of villages prepared by the Settlement Department. This was a task of considerable difficulty, for the villages entered in the A Register of 1901, the Chaukidari Register I and the settlement lists were by no means identical, what had been regarded as *tolas* in one being treated as independent villages in others, and *vice versâ*, and there had been considerable changes in thana jurisdiction since the last census. Moreover, as already stated, the old records were defective, and as no census maps had been prepared in 1901, it was not always possible to ascertain which of several villages of similar names shewn in Register A corresponded with some particular entry in Register B or in the thana lists prepared by the Settlement Department. As might be expected, the discrepancies were not few, and Gazetted officers were sent out to all thanas in the district, not only to find out explanations for these discrepancies but also to check what omissions there had been in the lists submitted by the thana officers."

16. It would have saved much waste of time and labour, if it had been laid down at the outset that where the Settlement Department had prepared new thanawari lists, they were to be adopted without reference to the registers of 1901, and inquiry confined to ascertaining what villages and hamlets were comprised in each mauza or settlement village. Some officers, indeed, considered that, even when there had been no recent survey and settlement, the sending of extracts from the 1901 registers to thana officers was unnecessary, especially where the Chaukidari Register had been prepared, and that it tended to confuse and delay work, while comparison with the registers of 1901 was of little or no use. The lists of villages could, in their opinion, have been more easily and effectively prepared direct from the Chaukidari Registers and from the Jurisdiction lists and maps, supplemented by local inquiry.

17. A minor difficulty was caused by the Jurisdiction and settlement lists being prepared for whole thanas, as many of the latter have been divided into police-stations, each of which is an administrative unit with a distinct organization for police and chaukidari purposes. In Singhbhum, for instance, the Ghatsila thana (Dhalbhum) was treated as a whole by the Settlement Department, and a consolidated thanawari list prepared, though it is divided into five police-stations. In such cases a separate list of all the mauzas in each police-station had to be made from the Jurisdiction list, and separate extracts prepared from the registers of 1901. It was then found that, in many cases, the boundary of the police-station jurisdiction had been laid down with reference to inhabited villages instead of being delimited by mauzas, so that mauzas lay partly in one police-station and partly in another.

18. Discrepancies having been reconciled and the village lists passed (after comparison in many districts with Chaukidari Register I), columns 1 to 3 of the General Village Register were written up at head-quarters—in some cases the district, in others the subdivisional head-quarters. In some places the mauzas were entered in the same order as in the Jurisdiction list, a convenient method which ensured effectual comparison and checking with the circle list later :* in others the mauzas were arranged according to the Chaukidari Unions, *i.e.*, were grouped by the unions to which they belonged. This latter arrangement facilitated the preparation of circle lists later, but as the circle lists were practically copies of the village register, checking by cross reference was practically out of the question. In a few districts the villages in each mauza were arranged geographically, *i.e.*, according to their proximity, which afterwards rendered the formation of blocks an easy matter, but in most cases there was no attempt to make any such arrangement. Column 5 (names of persons qualified to act as supervisors) was at the same time filled in from the reports submitted by the Police officers. As a rule, column 4 (number of houses in each village

* Instructions were given in the Census Code that the arrangement should be geographical. As a matter of fact, the order in the Jurisdiction and settlement lists is geographical, and is quite sufficient for the purpose.

or hamlet) was left blank, the circular issued by Government in December 1909 having been silent on the subject. This omission was unfortunate, for while inquiries about inhabited villages and hamlets were going on, it would have been easy to ascertain the number of houses in each. Orders that information for filling in this column should be collected were not issued till March, and even then the definition of house was not announced. On receipt of these orders inquiries regarding the number of houses in each village were started, but they would have been more expeditious if they had been instituted at the same time as inquiries about inhabited villages, and more effectual if the meaning of the term "house" had been explained.

19. The form of the village register appears susceptible of improvement.

SUGGESTIONS.

The heading of column 1 should state that the *number to be entered is the number given in the* Jurisdiction or settlement lists: the heading "serial number of mauza within the thana" is not explicit and was not always understood. A serial number should be added for villages, in order to facilitate cross reference between the circle list and village register: needless to say, it is essential that residental villages should not be lost sight of any more than mauzas. The headings (columns 6 and 7) for number of census circle and block should *explicitly state that the number is to be that entered in the circle list: the* heading as it stands was not always understood, and absurd entries were sometimes made, *e.g.*, the actual number of blocks in a circle was entered. The name General Village Register is also not distinctive. I would change it to Census Mauza Register, as suggested by Mr. Foley, District Magistrate of Saran, with whose remarks on the subject of the use of the term village I entirely agree. "I would," he writes, "regard the word village as anathema and rigorously exclude it from all orders relating to census. The ambiguity of the word causes any amount of difficulty. If the revenue village is meant, the word mauza should be used, and if the residential village the word *gaon* or *gram*. In Burdwan, I found in the last census that the people generally were ignorant of the revenue mauza. In Saran I expected no difficulty in this respect, but I was astonished to find officers of high rank were ignorant of the difference between a mauza and a *gaon*. If the word village were omitted altogether, such officers would be compelled to learn the difference once and for all, and no confusion could arise. I would, therefore, call the General Village Register the Census Mauza Register. Column 3 of the Register I would head 'names of all *gaons* or *grams* with *totas*, *pattis*, etc., within each mauza,' and column 4 'number of houses in each *gaon*, *gram*, *tola*, etc.' The instructions are issued to officers who have to work in the vernacular. There is no object, therefore, in trying to keep English words such as village or hamlet."

20. The form of the register should, I suggest, be as follows :—

Census Mauza Register.

Number of mauza according to Jurisdiction or settlement lists.	Name of mauza.	Names of all gaons or grams with their tolas, paras, pattis, etc., within each mauza.	Number of houses in each gaon or gram, tola, para, etc.	NAMES OF PERSONS QUALIFIED TO ACT AS—		NUMBER ACCORDING TO CIRCLE LIST OF—		REMARKS
				Supervisors.	Enumerators.	Circle.	Block.	
1	2	3	4	5	6	7	8	9

As regards the preparation of the register, I am of opinion that its basis should be Chaukidari Register I. The latter is prepared for each union (the number and name of the latter as well as the name of the thana being shown at the top), and the first five columns are—

(1) Settlement thana number or Jurisdiction list number or Boundary Commissioner's list number.
(2) Name of mauza.
(3) Inhabited villages.
(4) Population according to the last census.
(5) Number of houses.

head-quarters, and by the Subdivisional Officers at the subdivisional head-quarters, in consultation with the Charge Superintendents and other officers, such as Probationary Deputy Collectors, Sub-Deputy Collectors, Presidents of Panchayats, etc., who had assisted in the preliminary arrangements. In other cases the District Census Officers went round to each thana and called on the Panchayats and Dafadars and formed the census divisions on the spot in consultation with them. The latter method is preferable, if it can be arranged. In one district the District Census Officer actually thought it was enough to circulate Chapter III of the Census Code to Police officers, and direct them to prepare the Circle Lists.

24. The instructions given in the Census Code contemplate the formation of blocks in the first place, after which the blocks are to be arranged by circles; but in practice it was found more convenient to form circles first on the basis of the Chaukidari Union. Some officers were extremely anxious not to subdivide the union, even when it was a large and populous area, because of the convenience of keeping it intact, but it cannot too strongly be insisted that the union must be subdivided where its area is too large for a census circle. Care has also to be taken that the census circle comprises whole mauzas, for it was frequently found that the union boundary cut through mauzas, with the result that some villages belonging to a mauza were included in one union, and other villages in the same mauza were in another union. This, however, would be obviated if the Chaukidari Register is revised before the census operations commence, as suggested in paragraph 20, care being taken to see that each union includes only entire mauzas.

A slight addition appears to be necessary to the instructions in the Code. It is there laid down that a circle should consist of one or more complete mauzas, but some mauzas are extremely large, having a population of 5,000 to 10,000 persons, and must be formed into several circles. A proviso might therefore be added to the effect that where the mauza is too large to form a single circle, it may form more than one circle. One officer has pointed out, with reason, that while definite instructions are given that different mauzas are not to be included in the same block mauzas, the rules are silent about the arrangement of blocks by villages. This omission might be remedied by a rule that residential villages (*aaons, arams*, etc.) should be formed into one or more blocks according to the number of houses, that small villages may be grouped together in blocks if the aggregate number of houses does not exceed the limit fixed, and that dependent hamlets are not to be formed into separate blocks unless this is necessary on account of their size and distance from the parent villages. The last proviso was, it is true, inserted in the Code as a rule to be observed where the residential village was the unit, but it was not specifically stated that it also to be applied where the mauza was the unit. It is perhaps superfluous to add that all possible steps should be taken to ascertain what villages and hamlets are contiguous and can therefore be grouped together in blocks, and also to ensure a correct return of houses, local inquiries being supplemented by reference to the Chaukidari Registers, beat lists, etc. Otherwise, practically all that can be done is to determine the approximate number of enumerators required for each mauza, and a lot of the work has to be done over again, *e.g.*, blocks altered, corrections made in the Circle List, etc.

25. It would have been better to have said that the charge should usually correspond to the town or police-station (thana or independent out-post). The rule that the same Charge Superintendent may have two adjoining charges, provided that the total number of houses does not exceed 15,000, is not felicitous. As a matter of fact, if a thana contains 14,000 houses, there is not much object in forming it into two charges when one and the same person is Superintendent. It would be preferable to extend the limit from 12,000 (which is laid down as the average) to 15,000, and to say that if it is larger than this it must be subdivided. Further, Assistant Charge Superintendents might be allowed for thanas where the number of houses is in excess of the maximum, if there is difficulty in obtaining official Charge Superintendents, or the ordinary work is unusually heavy. At the same time, care must be taken against divided responsibility, and it is therefore

a lengthy form, and there is no necessity to copy out the Charge Superintendent's name on every page.

(2) If the Census Mauza Register suggested in paragraph 20 is adopted, the heading of column 3 should be changed to "Number of mauza according to Jurisdiction or settlement list."

(3) In column 5 "villages" should be changed to "*gaons, grams, paras, tolas*, etc."

(4) Column 6 might be omitted, as the villages of a mauza can easily be traced, if the name and number of the mauza in which they are situated are known. In its place a column headed "Total number of houses in *gaon, gram, tola, para*, etc." might be inserted, which would be of real value.

28. There was considerable difficulty in estimating the number of forms of the Circle List required for each district, and I would suggest for the consideration of my successor that it will be easy to estimate the number required by obtaining, as soon as the Census Mauza Register is completed, a report of the number of villages and hamlets entered in it. A separate line is required for each in the Circle List, and a calculation of the number of lines in each form will show roughly the number required, a certain allowance being also made for the extra number necessitated by each circle being commenced on a fresh page. Another small point which may be mentioned here is that it is preferable to state that the circles should be numbered serially by the charge (not by the thana or municipality).

ABSTRACT OF CIRCLE LISTS

29. On the completion of the Circle List, an abstract was sent to the Census Superintendent, stating the actual number of census divisions and the average number of houses in each. This abstract is invaluable to the Census Superintendent. It enables him to check the estimate of forms which he has already made on the basis of the figures of the previous census, and to arrange for printing more if necessary. It is further a good index to the care with which census divisions have been formed, and the rules observed, in districts which he has not been able to visit on tour. A comparison of the actual number of houses with those returned at the last census gives a clue to the extent to which the definition is understood, and the returns of the average number in each census division shows whether the charges, circle and blocks are too large and require further subdivision. The first three columns of the form might be modified with advantage so as to be—(1) name of thana or town, (2) charge number and (3) number of mauzas. I explained in calling for the abstracts that "village" in the 3rd column meant mauza where the mauza was the unit and residential village elsewhere, but it is preferable to have the word "mauza" actually in the heading.

APPOINTMENT OF CENSUS OFFICERS.

THE DISTRICT CENSUS OFFICER.

30. The head of the census staff in each district was the District Census Officer, who was either the District Magistrate, or, as was usually the case, a Deputy Magistrate working directly under the District Magistrate. The District Census Officers worked admirably, and it was fortunate for the success of the census that Government was in nearly every case able to accede to the request that the officer selected as District Census Officer should be left in the district until the census was completed. The Code laid down that they should be officers who could tour freely without detriment to their ordinary duties. Excise Deputy Collectors were frequently selected and justified the selection by their excellent work. Officers in charge of the Chaukidari Department are also very suitable for the appointment; it is generally to the interest of chaukidari as well as census work that the appointments should be combined. The District Census Officer was entirely in charge of the operations in the Sadar subdivision and supervised the work in the subdivision. It should be made clear from the first that the Subdivisional Officers are to be responsible for the work in their own subdivisions under the general control of the District Census Officer. The chief point to impress on the latter is that it is not enough to pass on general instructions

34. In this connection, I may mention that it is useful to have a set of simple instructions drawn up especially for Superintendents in charge of Municipalities, as the Code is intended primarily for rural areas. Those issued to the Vice-Chairmen of municipalities by the District Census Officer of Darbhanga are simple and short, and are therefore reproduced below with a few modifications :—

INSTRUCTIONS FOR MUNICIPALITIES.

"You must first of all definitely fix the area to be censused by your municipality. You should at the earliest possible date arrange to see the Charge Superintendents of adjoining thanas, and finally settle with them the area that is to be censused by you. It is of the utmost importance that there should be no misunderstanding regarding your and the Thana Charge Superintendents' respective areas. The municipal areas have already been divided into circles, and Supervisors nominated for each circle. You have also furnished me with information regarding the number of houses in your municipality. What is now required to be done is that you should split up each circle into enumerators' blocks of 30 to 50 houses (if this has not been already done) and then choose an enumerator for each block. There should be no difficulty in selecting the enumerators. The supply of persons fitted to perform the duties of enumerators must be much larger in towns than in the mofussil. I draw your attention, however, to Article 12, Chapter III of the Census Code, and beg further to point out the advisability of consulting the Supervisors before sending the final nominations. I would also request you to see each enumerator and satisfy yourself about his fitness before finally choosing him. The next step should be to prepare a Circle List for your municipality, if this had not been already done. The form of the Circle List is given in Article 8, Chapter III of the Census Code. Column 1 may show the serial number of the circle, column 4 may show the ward number, column 5 the street or mahalla and column 6 the serial number of mahallas as now in your Census Village Register. In other respects this Circle List will be similar to the Circle List issued to the Thana Charge Superintendents. A copy of this Circle List should be kept in your office, and another sent to this office together with the final recommendations of supervisors and enumerators, so as to enable me to send you the appointment letters. The Charge Superintendents of Municipalities should also at the time of sending the Circle Lists to this office allot definite areas to each supervisor by going round over his area with him and the supervisors of the adjoining circles."

C.—House-numbering.

35. The numbering of houses was taken up between the 15th October and the 15th November. In Bihar a later date was fixed, as it is the custom to whitewash houses or plaster them afresh during the *Diwali* festival (which took place on the 1st and 2nd November 1910), and numbers affixed before that festival are liable to be washed out. House-numbering in Bihar therefore began on the 3rd November, and had to be completed on the 30th November. An exception was also made in the case of the tea gardens in Darjeeling, where a number of new houses are built during the cold weather; it was therefore decided, after consulting the Darjeeling Tea Planters Association, that on tea gardens numbering should commence on the 1st January and be completed by the 15th January.

It was at first laid down, under the instructions of the Census Commissioner, that the numbers given to houses should run in a series through the mauza, but sanction was subsequently received to a proposal that houses might be numbered by the block at the option of the District Magistrate. It was also settled in consultation with other District Magistrates that houses might be numbered by villages, where it was more convenient to do so. The procedure therefore was not uniform, and I do not consider that it is necessary to lay down any hard-and-fast rules regarding the system. On the whole it appears that numbering by the villages is the most convenient. On this point I may quote the remarks of the District Census Officers of Burdwan and Gaya. The former remarked :—"If one serial number is used for a whole mauza or a ward in which there are two or three villages or

several mahallas, respectively, there is useless labour in carrying the serial (sometimes consisting of three digits or more) throughout it. If the villages or mahallas are numbered separately, there is much saving of labour and cost. Moreover, if the numbering of houses is separate in each village or mahalla, work can be started simultaneously in all villages or mahallas under the supervision of the supervisors, thus facilitating the completion of the work quickly. Hence house-numbering by villages and mahallas, and not by mauzas and wards, is desirable." The District Census Officer of Gaya wrote:—"The delimitation of blocks presented great difficulties. The rules only provide for two methods, mauzawar and blockwar. The mauzawar serial suggested in the rules disregarded the state of things obtaining in Bihar, where a mauza contains villages situated far apart from one another, and to have run one serial through them all would have created much confusion. The blockwar serial was therefore adopted for this district. But this too was not without its drawbacks. In villages where more than one block had to be formed, more than one house had the same distinguishing number, and to prevent confusion it was considered indispensable to put down in the case of each house the serial number of the block above or below the serial number of the house.* A much simpler method of house-numbering would be numbering the houses villagewar, each village, however large or small, to have a separate set of serial numbers; and I strongly advocate the adoption of this method for future censuses." At the same time, there is this much to be said in favour of numbering by the block, that the enumerator can more easily understand exactly what houses he has if their numbers are, say, 1—15, instead of, say, 255—269. On the other hand, there is the risk of confusion pointed out by the District Census Officer of Gaya, and further if houses are numbered by the block, blocks must be finally delimited beforehand.

Definition of house.

36. The definition of house was the same as in 1901, and is now familiar to the people especially, as it is commonly adopted as the basis of assessment for the Chaukidari tax. Where there was any difficulty, its meaning was easily illustrated by reference to such familiar proverbs as "*Jatn hari tatn hari*," by explaining that there was to be one house for each *chulha*, etc." The only district from which difficulty was reported was Monghyr, the District Census Officer of which wrote:—"The definition of house was not understood by most of the enumerators and supervisors at first. It was found necessary to explain the definition to them more in detail in the following terms:—'A house is identical with a mess. Persons living and eating together in one mess should be treated as living in one house. The word *chulha* is ambiguous. Persons of the same family sometimes have different *chulhas*, *e.g.*, in a Hindu household some persons eat fish and meat, while others are vegetarians. They cook their food in different *chulhas*, but actually live together and have a common store of provisions; such cases should be considered as *one* 'house.' On the contrary, there are brothers and cousins living in *one* compound. Their cultivation is joint, but they divide the produce and keep separate stores of provisions. They should be treated as living in separate houses, which should be numbered separately.' In Bihar a special difficulty was caused by the not infrequent cases in which one and the same family have houses that are situated in different parts of the same village. On this point the District Census Officer of Patna wrote:—"Since the definition laid down that one or more buildings inhabited by one family were to form one house, this was construed by some officers to mean that all the buildings belonging to and in the occupation of one family, although they were not connected with one another, *i.e.*, were so far apart as to have altogether different boundaries and enclosures, were to be reckoned as one house and to bear one number. Instances were not rare when two or more buildings wholly removed from one another were found in the occupation of one commensal family. Generally speaking, such buildings were treated by the supervisors as one house, and the same number was assigned to these different buildings. This is obviously incorrect and liable

* This system is commonly followed in towns, the circle number being also added.

to cause confusion and inconvenience. And, as a matter of fact, it happened in some cases that one of the buildings fell in one block and the other in another, whereby the enumerator was seriously inconvenienced. In such cases separate numbers should have been given, as the houses had altogether different boundaries. In order, therefore, that this kind of anomaly might not arise in future censuses, this point should be cleared up by an explanatory note to the definition of house." The District Magistrate of Shahabad similarly remarked:—"The question was raised as to whether a family having two or more houses distant from each other should be given one number as belonging to one commensal family, or separate numbers according to the number of house. A reference was made to the Census Superintendent, and under instructions given by him houses belonging to one commensal family and situated in one compound were given one number; but a house belonging to the same family and situated at a distance was given another number."

37. One of the chief points to be looked to at this stage of the proceedings is not only that houses are not omitted, but that buildings that are not really houses are excluded. It was frequently found that numbers were given to cowsheds, *baitakkhanas*, ruined or deserted houses, temples and mosques, where it was practically certain that there would be nobody on the census night. The numbering of such buildings was probably due in part to the rule given in the Instructions to Supervisors that *sarais*, temples, encampments, mooring *ghâts* and other places, where anyone is likely to be sleeping on the census night, should be numbered in addition to ordinary houses. The wording of this rule is misleading, as it does not clearly show that the words 'anyone is likely to be sleeping on the census night' qualify all the preceding portion as well as 'other places'. There was, moreover, a tendency to argue that it was possible that some one might sleep in such buildings on the census night. It should, I think, be made clear in the instructions that no building that is not usually occupied, should be numbered unless it is likely that it will be inhabited at the time of the census.

SUBSTANCES USED FOR NUMBERING.

38. The substances usually employed for numbering were *geru* (yellow ochre) and coal-tar. The latter was most suitable for mat-walled houses, and the former for the mud houses of Bihar. The following remarks by the District Census Officer of Patna are interesting:—"The material most used for house numbering in the district was *geru*. It is a very cheap substance—a pice worth would do for 40 to 50 houses, if properly used. Coal-tar was also used in some places, but the experience of house-numbering in 1901 had shown that *geru* is more lasting than coal-tar. There are some houses in almost every village in the Dinapore subdivision, for instance, which still retain conspicuously the marks of *geru* painted on them in the year 1901, and thus testify to the lasting nature of *geru*. But there are very few such instances of coal-tar marks. Apart from its cheapness and lasting nature, *geru* is particularly liked by Indians as being an auspicious colour, and hence it was popular with census supervisors, etc." Except in municipalities, where the Municipal Commissioners paid for part or the whole of their cost, the materials were usually supplied by the supervisors and enumerators without any objection, for the cost is insignificant being under a pice per block. One young District Officer was anxious that Government should pay for the house-numbering, but not only the cost would have been large if this was generally allowed, but the difficulties of distribution and of ensuring that each enumerator got his pice would have been insuperable.

HOUSE LISTS.

39. While the houses were being numbered, house lists were prepared, *i.e.*, forms showing for each mauza the census number of the house, the description of the house, and the name of the head of each family. The house lists and block lists are identical in form, but the former are filled up for the whole mauza (or residential village where that is the unit), and the latter only for each block. In other words, the block list is a copy of that portion of the house list which relates to the block, and it is drawn up by the enumerator and included in his enumeration book. The use of two different terms for the same form is apt to create confusion. It would be better to call the form the house list, and have it

prepared in duplicate, one copy being kept by the supervisor and the other by the enumerator.

TESTING OF HOUSE-NUMBERING.

40. During the whole time that house-numbering was in progress, the Charge Superintendents and other inspecting officers were to be constantly on the move, inspecting the work, correcting mistakes and seeing that no houses are left unnumbered or omitted from the house lists. I recommend to Census officers the following instructions which were settled on at a conference of Census officers in Bhagalpur and issued by Mr. E. L. L. Hammond, I.C.S., then District Magistrate of Bhagalpur :—

"(1) To ascertain whether house lists have been written out for the whole mauza, the Charge Superintendents are required to call for the block lists of each enumerator before the 20th January and compare them with the house lists of supervisors, at the same time taking care to see that the total number agrees with his Circle List. The lists will then be made over to the supervisors and enumerators, the fact being reported to the Subdivisional Magistrate or the Deputy Magistrate in charge of Census at Sadar.

(2) Each Charge Superintendent must in the above case, himself see each supervisor with the latter's enumerators, and (*a*) see that he has written up his house list and get the same properly according to blocks or mauzas as the case may be, and then instruct him as regards filling up schedules, and (*b*) see that each enumerator has his house list properly written up. The enumerators should be called to meet the Charge Superintendent with the supervisor for purpose of instruction (3) Each Charge Superintendent will submit a report by February 1st that this has been done for each circle. Any Charge Superintendent who fails to do this will incur my displeasure, and the fact that he has been found dilatory or indifferent in census work noted in his character report (in the case of a Government officer)."

TRAINING OF CENSUS STAFF.

41. From November to the end of January the enumerators and supervisors were systematically and methodically trained in the duties of actual enumeration, *i.e.*, how the columns of the schedules were to be filled up, what mistakes were likely to occur, etc. For this purpose oral instruction was supplemented by test enumerations, for which some blank schedules were provided. It was laid down that training centres should be formed at all places where an intelligent agency was available, *e.g.*, an Honorary Magistrate, a Sub-Registrar, a school-master, a dispensary doctor, a well-educated post-master, etc. "The great point," it was stated, "is that the instructions must filter down from the District Officer to the enumerator; and that the supervisors must not try to teach the enumerators until they have first been taught by the Charge Superintendent or some other officer and the latter again should receive instruction before being deputed to train others." It was further directed in order to avoid unnecessary trouble to the supervisors that they must not be asked to attend at centres far away from their houses. On this point I may quote the remarks of the District Census Officer of the 24-Parganas, Babu Sukumar Haldar :—"In the matter of training the census staff, it was found on the one hand that the Charge Superintendents and the inspecting officers were inclined to call in supervisors and enumerators from long distances to attend at centres convenient for themselves, while on the other hand the supervisors and enumerators were not disposed to go any distance from their own houses to receive instruction. A few of the supervisors and many of the enumerators received no training till towards the close of the operations. This matter was noticed by me at an early stage in the course of my inspections, and in some cases I had to see supervisors and even enumerators in their own houses in order to explain the rules to them. Charge Superintendents and inspecting officers were repeatedly asked to go into the interior, and not bring away the people from long distances. These measures had the desired result. . . .". Supervisors and the better classes of the people generally are averse to visiting the police stations under any circumstances. It should be ruled that centres for instructions should be fixed at market-places, *barwaritolas* or in the *baitakkhanas*

of respectable men, and the practice of summoning people to the thanas should be discouraged. Charge Superintendents and inspecting officers should go into the interior as far as practicable so as to give the least possible trouble to the supervisors and enumerators, who, as unpaid agents, are naturally indifferent and very often apathetic." I may add that a good device was adopted by the District Magistrate of Bhagalpur, who laid down that meetings should be held at the places where the returns of the preliminary and final enumeration were to be handed in later. His orders were—"Charge Superintendents must clearly understand that if the supervisor calls a meeting of the enumerators, or if the Charge Superintendent goes to see the supervisors and enumerators (as ordered for purposes of instruction), the meeting place must be the place selected by the Charge Superintendent, in consultation with the supervisors, where the returns of the preliminary and final census will be handed in. If enumerators or supervisors are sent for to see the Daroga Babu at odd places, there will be certain confusion. One place in each circle for enumerators to meet, and one or two places in each charge for supervisors to meet, must be definitely selected and the places so selected reported by Charge Superintendents."

C.—Preliminary Enumeration.

writing the draft record and having it corrected. I believe that the neglect of the printed instructions was largely due to their being printed on the cover of the enumeration book. The enumerators carefully preserved the covers without reading them for fear that they might be spoilt and torn. In one district they were distributed only just before the preparation of the draft record began, with the same idea of preserving them: the result was that the enumerators had not sufficient time to master the instructions before they attempted to fill in the entries on blank paper. It has been recommended by the District Census Officer of Midnapore that the instructions meant for the enumerators (together with a specimen schedule) should be printed separately and distributed to the enumerators with their parwanas of appointment. This appears a sound suggestion, and it should not be difficult to give effect to it. If, as was done at this census, the instructions to the enumerators and the specimen schedules are printed and distributed to supervisors* it will be merely sufficient to see that the extra number required for the enumerators are printed off at the same time and issued with their parwanas. They would then have time to study them, especially the specimen schedules, which generally prove more instructive than the actual rules. The cover will then be simply a cover, with a few entries on the first page, and the other three pages blank. The entries now made on the first page can be retained there (excluding those which, as explained subsequently, appear to be superfluous), and the enumerators' abstract, which is at present printed on the third page, can be transferred to the right-hand portion of the first page.

44. A few blank printed schedules were supplied to each enumerator, and the remainder of the paper required for the draft record was found by them as a rule without any objection on their part. A useful suggestion made by the District Magistrate of Bankura is that a loose strip of paper with the headings of columns 1 to 16 of the general schedule printed on it, should be given to each enumerator. This could be inserted at the top of the draft book, and thus prevent the enumerators from making mistakes in filling up the headings.

D.—Final Census.

44. The actual census took place on the night of the 10th March, and consisted of checking and correcting the record of the preliminary enumeration by striking out the entries relating to persons who had died or gone away and entering the necessary particulars for newly-born children and new-comers, so that it should correspond with the state of facts actually existing on the census night. I shall have occasion later to deal with some of the difficulties met with at this stage, and here will only mention a few minor points which may be noticed at the next census:—(1) Though the heading of the third column in the enumerators' abstract is "number of occupied houses," the instructions to the enumerators and supervisors and the rules in the Code only mention "number of houses." There was consequently some misapprehension, and it would be well to insert the word "occupied" before houses. (2) The arrangement of the columns for persons enumerated, viz., (1) total, (2) males and (3) females, is inconvenient, and the total should be given at the end. (3) More than one District Census Officer complained of the trouble caused by liquor shops being opened on the night of the census. If it could be arranged, it would be of great convenience to the enumerators to have them closed after nightfall.

The last point to be mentioned is that it should be made quite clear that people who happen to be away from their houses, at work or for some other cause, *e.g.*, out for a stroll, out for dinner or at the theatre, when the enumerator makes his round, but who will return and sleep there, should be treated as being present in the house. The present rule on the subject is that the enumerator should consider as present all persons living in or taking

* This was done because it was felt to be of no use to issue instructions to supervisors, which are based on and supplementary to those intended for enumerators, unless they also had the latter to refer to.

their meals from the house, even though any of them may be fishing or watching in the fields or the like. It is further explained in the Code that this rule refers only to persons who would not otherwise be enumerated, such as persons watching their crops, constables on duty, and the like. The rule, which was designed for the rural areas that make up nearly the whole province, gave no difficulty there, but in towns and industrial areas it was thought that special arrangements would have to be made for persons who were away from their houses at the time the enumerator called. Some officers actually thought that they would have to send enumerators down the coal-mines and into the mills to enumerate persons who were at work there. Others that special enumerators had to deal with *ticca gariwallas* at railway stations. I therefore issued supplementary instructions saying that the rule applied to persons who have to work at night in mines, factories, mills, railway-stations, railway workshops, trains, etc. It was further directed that the rule should be applied to monthly railway ticket-holders who have their homes in the neighbourhood of Calcutta, but travel there every day for their work and return in the evening; in other words, persons of this class were entered in the schedules by the ordinary enumerators, and not by the station enumerators. These instructions might be inserted in the Code, as the question gives considerable trouble in towns; it might further be explained that the enumerator has to enter in the schedule all persons who will sleep in the house even if he may not be actually present at the time.

PROVISIONAL TOTALS.

45. The preparation of the provisional totals began either after midnight or on the morning after the census. The enumerators met their supervisors and prepared abstracts

at the conclusion of the preliminary record, in order that they might be used in case the final summaries were not received in time to be included in the district total. It was only necessary to use the figures of the preliminary record for the State of Saraikela, for which final summaries were not received till the 15th March, two days after the preliminary totals had been wired.

In Champaran where the preliminary record was completed on February 10th, the totals of the preliminary record were sent to headquarters by February 20th, as a training for the procedure to be followed in sending in the returns of the final census. In Bhagalpur also the conclusion of the preliminary enumeration was made an opportunity for a rehearsal of the steps to be taken on the conclusion of the final census, in order (1) to provide a useful check on the actual completion of the preliminary record, (2) to show up any incompetent enumerator or supervisor or a weak link in the chain, and (3) to show up any flaw in the arrangements for compiling the provisional totals. At this rehearsal all the formalities of the final enumeration were observed. The District Magistrate (Mr. Hammond) reports :—"The training given to the officers and the census staff in the rehearsal, and the results obtained, considerably facilitated the work of the final enumeration, which was smoothly carried out. The defects discovered were promptly set right, and every one concerned evidently grasped the idea of the entire arrangement."

NON-SYNCHRONOUS AREAS.

49. The term "non-synchronous" is applied to those areas where the census was held at a different time from the general census. There are two classes of cases in which a relaxation of the general rule about synchronous enumeration has to be allowed, viz.—(1) cases where enumerators are afraid to go about at night on account of wild animals or the panic caused by an epidemic of plague, and (2) cases where the country is jungly and the blocks are scattered, or an adequate supply of enumerators is not available, so that the final checking cannot be completed within the time ordinarily allowed. In only one area was it necessary to spread the final revision of the record over more than one day, viz., the Khondmals of Angul, where it was carried out during the 8th, 9th and 10th March. Elsewhere it was sufficient to arrange that the final census should be held on the afternoon of the 10th March, *i.e.*, only a few hours before the night census. It was felt to be better to hold it then rather than on the morning of the 11th March, because the villagers are generally in or near their homes in the afternoon, whereas in the morning they are working in the fields or attending to other duties outside their villages. The arrangements for the final census of these areas were just the same as in other areas, the only difference being in the time at which it was held. There is of course a risk that men may pass from a non-synchronous area to a synchronous area and *vice versâ*, and so be enumerated twice. Proclamations were therefore issued to the residents of non-synchronous areas asking them to stay at home during the afternoon and the night of the 10th March, and not to have any casual visitors. As remarked by the District Census Officer of Gaya :—"It is impossible to obviate all risk of omissions and double enumerations, but this risk is as nothing compared to that of supervisors or enumerators purposely omitting to visit whole villages for the purposes of the final census, owing to the fear of wild beasts or the danger of crossing hills during the night time."

The following is a list of the areas in which the census was carried out on the afternoon of the 10th March :—

(1) Santhal Parganas.—The Dumka Damin, a few jungly places in the Dumka subdivision outside the Damin (where it was necessary owing to the fear caused by wild animals), the Godda Damin, a portion of the Pakaur Damin and a portion of the Rajmahal Damin.

(2) Monghyr.—Four circles in the Jamui subdivision, and also some plague-infected areas, viz., the town of Sheikhpura and 30 villages, where the supervisors and enumerators were afraid to go about at night.

(3) The 24-Parganas.—Six circles and seven blocks in the Sundarban areas.
(4) Cuttack.—Some small areas which were infested by wild animals.
(5) Singhbhum.—Villages situated in (1) the jungly tracts to the north-west of the district on the borders of the Ranchi district, (2) the reserved forest tracts in Manoharpur thana near the Keonjhar boundary, (3) the forest tracts in Dhalbhum known as the Athkoshi jungles, near the boundary of the Mayurbhanj State and (4) the south-eastern villages of the Kolhan on the borders of Mayurbhanj.
(6) Ranchi.—Selected circles and blocks.
(7) Hazaribagh.—A few blocks. It was found unnecessary to hold a day census in as large an area as was first proposed.
(8) Kharsawan State.—Some circles.
(9) Puri.—One circle in the Banpur Mals in the Khurda subdivision.
(10) Shahabad.—The Kaimur hills and some villages at their foot. Apart from the villages being scattered, and the country hilly and difficult of access, there was a difficulty in obtaining literate supervisors and enumerators, and men had to be sent up from the plains.
(11) Gaya.—The Barabar Hills in the Jahanabad subdivision and a few circles in thanas Dumaria, Imamganj, Sherghati, Barachati and Fatehpur in the Sadar subdivision.
(12) Bankura.—Six circles in thana Raipur.
(13) Midnapore.—Some blocks in the jungly portions of thanas Binpur, Jhargram, Gopiballabhpur and Nayagram.

CENSUS OF EUROPEANS AND ANGLO-INDIANS.

50. As on previous occasions, the census of Europeans and Anglo-Indians was effected by means of household schedules which they filled up themselves. Owing to their receiving no training, and in many cases not taking the trouble to read the instructions, the household schedules contained many mistakes, *e.g.*, a Superintendent of Railway Police entered his occupation simply as "policeman"; and one simple soul in Calcutta described his occupation or means of livelihood as that of a tourist. Reluctance on the part of the people to state the age of the women is not confined to Indians. A European holding a good appointment in the Police Department noted the age of himself and his child, but put down a cross-mark for his wife. A widow, who was perhaps thinking of being married again, put down her age as "full." Personally, I see no reason why the rules for the census of railways should not be followed. These prescribe that where there are considerable colonies of Europeans and Eurasians, they should be enumerated by a European enumerator, a native enumerator being associated with him to enumerate natives residing in the block. As laid down in those rules, household schedules should be issued very sparingly, *e.g.*, they should be supplied only to high officials and to Europeans and Anglo-Indians residing in blocks for which a European enumerator cannot be secured. At present all that it is possible to do, in order to ensure accuracy, is to depute an officer who knows English to call at the various houses a day or two before the census and explain any points which are not clearly understood. After the census has been taken, the same officer examines the schedules and returns for correction any that are found to contain mistakes which he of his own knowledge is unable to rectify. The rule given in paragraph 9 (*i*) of the instructions for supervisors that a note should be made in the block list of the distribution of the household schedules was not properly understood even by European supervisors. It might run as follows :—"Where household schedules are issued, the enumerator will write 'household schedule' after the number of the house in the general schedule." There are at present no definite instructions as to whether column 1 of the latter is to be filled in for houses to which household schedules are issued. Such an entry would obviate the risk of household schedules being lost sight of when the enumerators' abstracts are prepared.

As a minor point, I may mention that the headings of the household schedules should be filled in before distribution.

E.—Special Arrangements.

51. A special procedure is laid down in Appendix I of the Code for the census of tea gardens, mines and factories. It applies only to persons who actually live on tea gardens, factory premises, etc., and not to labourers living outside, who are dealt with by the ordinary enumerators. On the whole, it was found more convenient to work under the ordinary procedure. This, indeed, is by far the easiest course, for it is merely necessary to secure the co-operation of the managers, to ask them to nominate members of their staff as supervisors and enumerators, and to see that they are properly instructed and supervised. A special system involves multiplication of forms and also of instructions, which the district staff, that has its hands already full, has to study and see properly carried out.

CENSUS OF TEA GARDENS, MINES AND FACTORIES.

52. In Darjeeling the ordinary procedure was followed for the census of tea gardens, and no separate arrangements had to be made, the managers in each case nominating supervisors. In Hazaribagh it was proposed at first to follow the rules given in the Appendix for the enumeration of the Parasnath tea-gardens, but in the end the standard procedure was followed.

TEA GARDENS.

53. The only mines which were treated separately under the Appendix were (1) the Rajhara and Pundwa coal mines in Palamau, (2) the Cape Copper Company's copper mines and the Bengal Iron and Steel Co.'s mining works in Singhbhum, and (3) the Koderma mica mines in Hazaribagh having "divisions" or groups of coolies' huts in the jungle. The census of such divisions was undertaken by the managers of the mines, and a Deputy Magistrate was sent out to inspect the arrangements.

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In Burdwan and Manbhum it was found sufficient to census the collieries under the ordinary procedure, and not to make any separate arrangements. As the census of the coal mines is a matter of special difficulty, I may be permitted to quote, for the benefit of future Census officers, the following summary of the arrangements made by Mr. J. H. Lindsay, I.C.S., in the sub-division of Dhanbaid :—"While the census circles were being mapped out in the coal field, it was apparent that the procedure laid down in Appendix I could not be strictly followed out. The collieries vary from small concerns employing under 50 persons, who live in neighbouring villages, to large mines with lines of *dhauras*. After consulting many of the managers, both European and Indian, I had the census staff nominated by the colliery managers, who sent in the names to the Charge Superintendents. The names were then forwarded to me, and the *sanads* of the supervisors and enumerators filled up accordingly. The ordinary village *basti* in the same mauza as a colliery was included in the same circle as the colliery. In most cases a colliery head clerk was supervisor. The circles were formed with the usual number of houses, averaging 500. In some cases one mauza coincides with a circle, in others several mauzas are included in one circle, while in a few cases there is more than one circle in a mauza. Orders were passed that there should be one series of numbers for each mauza, but these have not been carried out. In many cases, there is one serial number for the *basti*, a second for the bazar, and a third for the colliery. The ordinary forms have been used throughout, and no real difficulty experienced."

In the Jheria coal-field, with which Mr. Lindsay had to deal, there was a large influx of labour in February and March, and the colliery population was consequently on the move. Every Sunday there sees an exodus of labourers who have their pockets full, and every Monday an influx of others wanting work. It was therefore necessary to postpone the preliminary enumeration, as otherwise the record would have been out of date by the time of the final census. It was decided that (1) the preliminary enumeration

in the colliery area should begin on the 15th February and be completed by the end of the month, and (2) that the record should be revised and brought up to date between the 6th and 10th March. The printed forms were actually filled up on the 8th March and finally revised in the usual manner on the night of the 10th March. In the Raniganj coal-field in Burdwan the arrangement of census divisions and the system of numbering were similar to those followed in Manbhum, but the preliminary enumeration was held simultaneously with that of other places in the district.

FACTORIES.

54. The mills and factories in Hooghly were dealt with under the ordinary procedure, the census being taken by enumerators (mostly factory employés) under the supervision of the Census officers in whose jurisdiction the factories lay. In the 24-Parganas the special procedure was followed in the case of the larger factories and mills, the owners and managers of which arranged for the census of the resident population, and of watchmen on night duty within the factory compounds, under the supervision of inspecting officers. The census of less important factories was done by local enumerators under the general procedure. The special procedure was also followed in the case of the larger mills in Howrah, the enumeration of which was entrusted to their managers, and in the case of the Tata Iron and Steel Works in Singhbhum. I may be permitted to add that the factory population being gathered from different parts of India, special precautions have to be taken about the entries for religion, caste, and birth. The preliminary record written up on blank paper has to be repeatedly checked, and the enumerating staff carefully instructed.

In the Barrackpore subdivision a second enumeration was held in the mill *bastis* with excellent results. The reasons for this procedure are described as follows by the Subdivisional Officer, Mr. H. E. Spry, I.C.S :—"The population is very shifting. In Bhatpara a few of the blocks formed early in the operations were found to be non-existent later, and blocks of normal size had to be split up owing to the construction of new lines. An enumeration in a cooly *basti* made in the middle of February would contain 40 per cent. of error by the 10th March. The procedure adopted in this subdivision was to hold a second enumeration between the 6th and 10th March. At that enumeration no names were crossed out, but fresh entries were made on blank schedules at the end of the enumeration book against the number of the house, a small X being made against the original entries to warn the enumerator to refer to the end of his book on the night of the final enumeration. In this way a large number of excess entries were made, but as it is a simple matter to line out an entry, and the work of some minutes to make fresh entries for a new-comer, the procedure had great advantages. Mill coolies usually change their quarters on Sunday evening—*in fact, they do a sort of* "general post" each week. To secure the best results, the second enumeration was made from the Monday to the Friday in the week of the final enumeration. Friday is a very suitable day for the final enumeration, as it allows of a secondary enumeration between it and the previous general change of residence (on Sunday)."

CENSUS OF PORTS.

55. The only ports coming within the scope of the rules contained in Appendix II are Calcutta, Puri and False Point (Hookeytola). The census of the Port of Calcutta is described in the Calcutta Administrative Volume. No vessels put in at the other places when the census was held, and the forms which were distributed had not therefore to be used. The enumeration of the pilot vessel at the Sandheads was carried out in connection with the census of Calcutta Port.

INLAND STEAMERS.

56. The rules contained in Appendix III for the census of inland steamers were observed and found satisfactory. Lists of the steamers belonging to the two large companies, viz., the India General Navigation and Railway Company and the Rivers Steam Navigation Company, were obtained from their agents (Messrs. Kilburn & Co., and Messrs. Macneill & Co., respectively), and the passengers and crews on them were enumerated by men appointed by them.

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The feeder steamers belonging to the former company (working between Digha and Ajodhya, Burhaj and Buxar, Lalgola Ghât and Nimasarai, Damukdia and Lalgola Ghât, and between Damukdia and Pabna) were also dealt with under the rules for mail and cargo steamers, and enumerated by the company's employés under the supervision of the Superintendent of the Ganges Despatch Service at Digha (in Patna). Similar arrangements were made for the Assam-Sundarbans feeder steamers of the latter company plying between Calcutta and Dibrugarh. Some difficulty was experienced in training the enumerators belonging to the steamer companies, as the steamers stop at few places sufficiently long to enable the local officers to train them; and it was therefore arranged with the Provincial Superintendent of Eastern Bengal and Assam that those on board vessels plying in Eastern Bengal should be trained at Goalundo. For those belonging to the India General Navigation and Railway Company, which ply up the Ganges, the District Magistrate of Patna was asked to give necessary instructions at Digha. In the case of the Calcutta Steam Navigation Company, it was arranged with the agents, Messrs. Hoare, Miller & Co., that the procedure of 1901 should again be adopted. *i.e.*, Government should appoint enumerators to enumerate the passengers on passenger steamers that did not reach their destination before 7 A.M. on the evening of the 10th March 1911, on the understanding that (1) they undertook to furnish correct returns of all employés on the steamers, and (2) provided free passes for the enumerators appointed for the census of passengers. Clerks were accordingly deputed by the District Officers concerned (Midnapore, Burdwan, etc.) to work as enumerators on the steamers plying in their districts. Forms were also distributed to the following steamer companies which mostly ply in Eastern Bengal—(1) Bengal and Assam Steamship Co. (Agents, Messrs. Andrew Yule & Co.), (2) East Bengal Steam Service (Agents, Raja Sitanath Rai and Brothers), (3) Eastern Bengal Mahajan Flotilla Co. (Agents, Nanda Lal Rai and Brothers), (4) Bengal Steamship Co. (Agents, Muralidhar Rai and Brothers) and (5) Bhagyakul Lakshmi Narain Steamer Service (Agent Harendra Lal Rai).

The rule in the Appendix that the enumeration books should be handed over to the steamer agent at the first *ghât* reached on the morning after the census conflicts with the rule in the Code that the enumerators of the blocks containing the *ghâts* are responsible for their collection. It was laid down therefore that either course might be followed, as was most convenient, and that when the block enumerator received them, he should hand them over to the supervisor in whose circle the *ghât* lay, the latter adding the figures in his circle summary.

CANTONMENTS.

57. The rules for the census of cantonments call for no comment, except that it is advisable, before making the preliminary arrangements, to ascertain whether a regiment is going to be transferred before the census takes place. This happened in Dinapore, and it was therefore useless to prepare house lists and circle lists in full, or to nominate supervisors and enumerators, till the new regiment arrived. All that could be done was to number houses, form circles and blocks, and enter the necessary details in the house and circle lists, for the benefit of the new-comers, who have otherwise to work in a hurry in new surroundings. It is also advisable for local officers to ascertain what troops will be on the march at the time of the census, and to see that arrangements have been made for their enumeration. A detachment of British infantry marched up to Kurseong and encamped there for the night of the census. The Officer Commanding was unaware that a census was to be held. He was provided with schedules, but as the troops were to march at 4 A.M. the following morning, it was impossible to complete the enumeration that night. So he took the schedules to Darjeeling, and returned them to the Subdivisional Officer of Kurseong after he had filled them in. An instructive example of the utility of a civil officer keeping in close touch with the military authorities was afforded at the present census, when the Officer Commanding at Dinapore complained on the 1st March that he had not received forms that were despatched on the 4th February. The

District Census Officer himself went over, and after some trouble found the forms lying on a Corporal's desk.

CENSUS OF RAILWAYS.

58. At the last census none of the special arrangements gave so much trouble as the census of railways, which was undertaken by the Railway authorities themselves. It was then suggested by Mr. Gait that it would greatly simplify matters if the railways were censused as part of the districts through which they run, the Railway authorities lending the services of their station-masters, etc., to serve as supervisors and enumerators. It was fortunately possible to adopt this suggestion, for in article 6 of the rules for the census of railways, which were issued by the Government of India, it was laid down that there was no objection to the responsibility for the census of small stations and other outlying premises being transferred to the District Magistrate, wherever it could conveniently be arranged. The advantage of this course as minimising trouble to the railway staff was pointed out to the Railway authorities, and it was arranged, in consultation with them and the District Officers, that the latter should be entrusted with the arrangement for the census of all but the large railway stations and settlements. There was a general consensus of opinion that this system was to the advantage of both Railway and Civil officers. In one district where the District Census Officer demurred to undertake the census of several stations, he bitterly regretted his decision, for in the end he had more work thrown on him than would have been the case if he made arrangements for their census from the first.

RESIDENT POPULATION.

59. The procedure to be followed when the census of railway stations is undertaken by the Civil officers is summarized in Article 25, Chapter VII of the Code. Briefly, the system is exactly the same as for any ordinary area, but the supervisors and enumerators are railway employés. It is obviously essential that the latter should be nominated by the local Traffic District Superintendent, in order to avoid misunderstanding and to prevent any dislocation of railway traffic. It seems, *primâ facie*, almost superfluous to say that it should be clearly understood that the census of the resident population of such stations is not to follow the rules for the census of railways contained in Appendix IV. It is not really superfluous, for it was frequently found that Civil Census Officers thought they had to work under the special procedure: for instance, stations under them were treated as circles (under the rule that outlying stations or premises, however small, must form a separate circle) instead of being made a block of the circle in which they were situated. Much misapprehension might have been prevented if there had been a heading to Appendix IV (which contain the rules for the census of railways) stating that they only applied in cases where the census was conducted by the railway authorities and not by the District Officers.

Where the census is taken by the railway officers, the District Officer has to see that they obtain any help required, and also, so far as practicable, to arrange for the instruction of the supervisors and enumerators. To make sure that they were conversant with the rules, the superior railway officers were asked, at the beginning of January, to have two pages of the schedule filled in by each enumerator as an experiment, corrected, if necessary, by the supervisor, and then sent to the District Census Officers. The latter had the schedules examined, and the mistakes explained to the railway enumerators and supervisors by the civil Charge Superintendents. It is unfortunately sometimes necessary for the District Census Officer to intervene more actively, in order that there may not be an actual break-down. This was the case in Nadia, where the District Census Officer (Mr. A. K. Ray) had to supervise the arrangements from an early stage, a duty which he fulfilled most efficiently.

STATION ENUMERATION.

60. The procedure for the enumeration of passengers at railway stations was as follows. All persons who took tickets at any time after noon on 10th March, for journeys which would involve their being in a train after 19 hours on 10th March, were enumerated at the time they took their tickets, and an enumeration pass was given to each as proof that he had been enumerated. All persons not having

such passes, who alighted from any train between 19 hours on 10th March and 6 hours on 11th March, were similarly enumerated. Station enumerators were appointed for both incoming and outgoing passengers. At stations where the District Officers were responsible for the census of the resident population, the enumeration of passengers was carried out under their orders, and elsewhere by the Railway authorities. It was at first laid down that the railway station enumeration should commence at 8 P.M., but it was subsequently pointed out that, if the enumeration was deferred until this hour, passengers alighting a short time previously, and having some distance to walk to their houses, might not arrive until the enumerator had already visited them. In order that they might not escape enumeration, 7 P.M. was fixed, instead of 8 P.M., as the time for commencing the station enumeration. In the suburban areas round Calcutta, monthly ticket-holders, who travel daily to and from their homes, were excluded from the station enumeration and were treated as being present in their houses.

TRAIN ENUMERATION.

61. Those passengers who were not enumerated at stations owing to their travelling in through trains were enumerated on the morning of the 11th March, the through trains being halted at selected stations about 6 A.M. The arrangements were entirely in the hands of the railway officers. Programmes, showing the stations and time at which each train would be enumerated, were prepared beforehand and circulated to the District Officers concerned.

SPECIAL RULES FOR RAILWAY STAFF.

62. The following special rules were laid down, in consultation with the East Indian Railway authorities, for the enumeration of the railway staff. The working staff of trains, viz., travelling parcel delivery clerks, van goods clerks, van goods porters, drivers, firemen and guards on duty with trains on the night of the census were not included in the train enumeration. They were considered as in their homes for the purposes of enumeration, and were included in the census of the resident population referred to in rule 12 of the rules for the census of railways. This rule, however, did not apply to the drivers, firemen, guards and other staff of the ballast trains, who were included in the enumeration of ballast trains (*vide infra*). Employés working in railway stations were also treated as present in their houses, but Inspectors, relieving clerks and other staff, who are frequently absent from their home stations for considerable periods on duty other than with running trains, were treated as present only if they had not been absent for more than 24 hours. The reason for this exception is that such men, if absent from their homes for over this period, are included in the residents' enumeration at the stations at which they happen to be on the night of the census.

BALLAST TRAINS.

63. The rules for the census of railways contained no provision for the enumeration of the working staff and coolies on ballast trains, who often number several hundreds. The procedure adopted, after consulting the Railway authorities, is sufficiently described in the following instructions issued by the Eastern Bengal State Railway :—"Charge Superintendents and District Traffic Superintendents will ascertain from District Engineers the ballast trains which will be running on the census night, and will arrange for the enumeration of such trains as may be stabled at a circle included in their charge, appointing the guard of the train as enumerator for this purpose. They will give early intimation to the District Census Officer of any ballast trains which will be stabled at any station for the census of which the Civil officers are responsible. Such trains will be enumerated by the guard, who should have previously been thoroughly instructed in census work, and he will hand over his enumeration book to the supervisor of the station at which his train has been stabled. If the train is stabled for that night outside station limits, the guard, after enumerating the coolies, etc., will make over his enumeration book to the nearest supervisor of a station to which his train will next be going." Each ballast train was treated as a block of the circle in which it was enumerated, and the enumeration book placed with the others belonging to the circle under the head "Ballast Train Enumeration." As the cooly population of each ballast train remains fairly constant, the

therefore, escape enumeration if the census of their occupants is deferred till January.

MIGRATORY LABOURERS.

67. Special arrangements had also to be made for the large collections of migratory labourers who come to cut the *rabi* crops in *tals* in Bihar. These are low-lying areas, often of very large extent, which are flooded during the rains and brought under cultivation when they dry up. The crops are ready for cutting when the census takes place, and a large body of temporary labourers then camps out in the *tals*. As regards the arrangements made for enumerating these migrants, I cannot do better than quote the accounts given by the District Census Officers of Patna and Monghyr. The District Census Officer of Patna (Babu Syam Narain Singh) writes :—"In the Barh subdivision a considerable difficulty that had to be faced was the enumeration of the temporary labourers who came from other districts to cut the *rabi* crops in the *tal* lands : about 15,000 came to the Mokameh and Sarmera thanas. As they had no fixed houses, but moved from one field to another, it was impossible to prepare any preliminary record. The plan adopted was to appoint expert and intelligent enumerators in each census circle, who were made responsible for enumerating those labourers who were found in their respective circles. Their enumeration was carried out in the day time on the 10th March, and the labourers were not allowed to disperse till the enumeration of each centre was finished. The plan worked satisfactorily. Each was treated as a separate block, and their numbers added to the respective village registers and circle lists ; and thus no difficulty was experienced in the collection of the schedules." The District Census Officer of Monghyr writes :—"Elaborate arrangements had to be made in thanas Sheikhpura, Lakhisarai and Surajgarha for enumerating field-labourers. In these thanas, a very large number of men gather in the *tals* and remain in temporary huts, or even in the open fields, for months together. They move about from *tal* to *tal* in search of labour, and do not stay in one place for any length of time. About 10,000 men were enumerated in one *tal* in the Lakshmisarai thana, which covers an area of about 25 square miles. An officer, assisted by two or three subordinates was put in charge of the *tals*, which were divided into circles and blocks, according to the population of each. The division of the area was left to the discretion of the officer on the spot. If any number had been fixed, the blocks and circles would have had to be changed constantly. As it was not possible to number the huts, separate blocks were formed for each *khalian*. A number was put on an earthen pot, which was tied to a post in the *khalian*. The enumerators and supervisors were selected from the owners of the fields, their servants and *patwaris* : as very few literate persons were available, suitable persons had to be brought from the neighbouring villages. The preliminary enumeration could not be made earlier than the 6th March. The schedules were revised on the night of the final census. The people were induced to stay in one place between the 6th and 10th of March."

PLAGUE.

68. In the districts of Patna, Gaya, Saran, Monghyr and Shahabad great difficulties were caused by plague. In the first place special arrangements had to be made when the inhabitants left their villages and moved to temporary sheds after the permanent houses had been numbered. As at the last census, such temporary dwellings were dealt with according to their distance from the permanent houses in the village. Where the distance was small, they were given the same number as the latter, and were dealt with by the enumerator of the block in which the permanent house lay, a distinguishing letter being added to the original number, *e.g.*, if 20 was the number given to the permanent house, the number given to the temporary dwelling was 20^{P} or $\frac{20}{P}$ (P denoting plague). Where the distance was considerable, the huts were treated as part of the block in which they were situated, or if their number was so large as to make the block of unwieldy size, fresh blocks were formed and additional enumerators appointed. The temporary dwellings were duly entered in the house lists, and the new blocks in the Circle Lists and the Supervisors' Circle Registers. For the most part, the new huts were built so near the

villages that they could be conveniently dealt with by the enumerators of the blocks in which the permanent houses lay, but difficulty was sometimes caused by these huts being abandoned and fresh huts built, which necessitated fresh numbering. In the Sadar Subdivision of Saran, it was more difficult to carry out the arrangements, as the majority of the temporary huts were erected in a different circle to that containing the residential house: in some cases they were built in a different charge, and were so scattered that they could not be formed into a block. In many cases, moreover, some members only of a family moved into the temporary huts, the others having their meals in their houses in the village, which bore a different number to the huts.

The difficulties attending house numbering under these conditions was, however, small compared with that of securing enumerators and keeping them to their work in plague-infected areas. Some died, others left their homes and could not be traced, or could only be found with great difficulty, others refused to work, saying they would rather be prosecuted and pay the maximum fine of Rs. 50 than lose their lives. One supervisor died after the draft record had been prepared for the preliminary enumeration, but before he had distributed the printed schedules on which fair copies had to be made. No enumerator would go to his house to get the forms, and fresh forms had to be supplied. Some enumerators died after the preliminary and before the final census, and some even on the day of the census. To prevent disorganization and obviate the risk of a break-down, a number of extra enumerators were trained and kept in reserve to fill the places of those who died. A list of them was drawn up, so that they might be deputed as soon as they were required, and a supply of extra schedules and covers was kept in hand to meet emergencies. These arrangements worked well, and no hitch occurred: in several cases, too, supervisors and enumerators who had left their homes provided substitutes, whom they paid out of their own pockets to compensate them for the risk they ran.

Special difficulty was experienced in three towns, viz., Patna, Jahanabad and Gaya. Plague suddenly broke out in one ward of Patna a few days before the final census, and a number of enumerators bolted. This was discovered on the evening of the 8th March, and a staff of 30 clerks was deputed to do their work: fortunately, most of the schedules which had been written up at the preliminary enumeration were recovered. The entire population of Jahanabad was camped out in huts outside the town, and as it was thought that the enumerators would be afraid to visit the plague camps late at night it was decided to begin the final enumeration at 6 P.M., and to finish it by 9 P.M. Even more difficulty was experienced in carrying out the census of the city of Gaya. The District Census Officer writes:—"Many of the residents ran away, supervisors and enumerators deserted, and it was impossible to compel them to work. A mere fine of Rs. 50 did not weigh with them, when, as they thought, their lives were endangered. The preliminary enumeration was purposely delayed until almost the last moment, because it was thought that, as soon as plague showed signs of subsiding, the city would begin to fill up, and the preliminary record would have to be written over again. The scarcity of enumerators was such as to compel me to assign two and even three blocks to one enumerator. This procedure, however, did not, except in very rare instances, cause any undue inconvenience to the enumerators, for many of the houses were locked up and even those that were not contained a comparatively small population. As the day of the final enumeration approached, it was found that, even after resorting to this expedient, there were not enough enumerators to carry out the final census, and a staff of about 30 office *amlas* was selected and trained to carry out the final enumeration in blocks where there were no enumerators."

69. Special arrangements were made for the enumeration of pilgrims at Puri, as the census took place a few days before the *Dol Jatra*, and a large number of pilgrims were present in the town. Lodging-houses licensed for less than 20 persons were dealt with in the ordinary way by the block enumerators. For lodging-houses licensed for 20 or more the following procedure was adopted:—Each supervisor made a list of all such houses in his circle, and orders were issued

PILGRIMS.

to the persons in charge of them to make a record of all the pilgrims in This record was prepared on the 4th March and submitted to the supe who, after checking it, returned it to the owner or keeper of the lodging- who had to keep it corrected from day to day, noting all fresh arrival striking out any persons who had left. It was then finally brought up t on the night of the census. In order to distinguish between the pern and temporary population, the word *jatri* was further entered in th column of the schedules, and totals of such entries were struck aft conclusion of the census.

A large inrush of pilgrims was also expected at Navadwip, a *Purnima* and *Janmotsab* ceremonies were to take place shortly aft census. The priests, pandits and pilgrims' agents were communicated and the trouble of having to enumerate thousands of pilgrims on the c night and the inconvenience it would cause them were represented to *e.g.*, that the pilgrims would have to remain in their houses at night, encamped on the *chars*, a cordon would have to put round them to pr their escaping enumeration or being enumerated twice. It was point that, as the actual ceremony was not to take place till five days afte census, it would be expedient for them to warn their sub-agents Eastern Bengal districts (from which the majority of the pilgrims against sending any till after the 10th of March. This advice was acc with the result that the total number of pilgrims did not exceed 250, in of 6,000 as was originally expected, and it was therefore unnecessary t a special staff of 30 enumerators under a Sub-Deputy Magistrate, wh been trained and kept in readiness for the pilgrim census.

F.—Industrial Census.

70. The industrial census was a new feature of the proceedings object being to obtain information regarding the industrial develop of the country. It consisted of the filling in of forms, called industrial dules, for all industrial and manufacturing concerns which employed 20 h or more at the time of the census, the details entered being the charact the mill, factory mine, etc. (*e.g.*, whether it was a jute mill, or jute pres coal mine), the nature of the mechanical power employed, the state of trade or industry when the census was taken, the castes or nationaliti owners and managers, and the number of (1) persons in superior employ skilled workmen and (3) unskilled workmen: those last mentioned divided into two classes, viz., persons over and under 14 years of age. first step taken was the preparation for each district of a register of mi mills, factories and other industrial or manufacturing works in which at l 20 persons were employed. This register was compiled from the record the district offices, such as the annual returns of factories and mines, income-tax registers, etc., supplemented by local inquiry. Government cerns, such as printing presses and telegraph and railway workshops, included, but jails were excluded. The schedules were issued to managers or owners of works entered in the register, and were colle either on the afternoon of the 10th March or the morning of the 11th Ma as might be most convenient.

The method of distributing and collecting the industrial schedule necessarily to be left to the discretion of the local officers. In some places t were sent to the managers through the Charge Superintendents, and colle through the same agency. Elsewhere a staff of special enumerators employed, consisting of men of some education, who could explain how schedules were to be filled in and correct any obvious errors. Elsewh they were sent out by post, and returned in the same way or were distribu and collected by special messengers. In Manbhum the issue of these retu to the collieries and the arrangements for their return presented partic difficulty, especially as it was almost impossible to know beforehand wh would be at work on the date of the census. A list was accordingly mad all the collieries in the district in consultation with the Inspector of Mi

and those collieries which could be relied upon to send in the returns promptly were picked out. To these schedules were sent out by post or personally made over to the managers. Nearly all were returned promptly by post. To others the forms were distributed through the Charge Superintendents and collected through the chaukidars. This latter procedure was also observed in the case of the lac factories. With each schedule was issued a list showing what labour was to be classed as skilled and what as unskilled, so that there might be uniformity in all the returns. Owing to this precaution the returns were correctly filled up.

71. The industrial census was carried out satisfactorily and gave comparatively little trouble. One manager only refused to fill up the returns, on the ground that others might gain undesirable information about his business. He had to be prosecuted, the case ending in conviction and the imposition of a fine of Rs. 50. In Nadia there was some misapprehension, small manufacturers thinking that the ulterior object of the census was to levy a special tax on them or to enhance their income-tax. They were therefore averse to giving information about the number of men employed by them, and in some cases where partners owned a small factory with, say, 25 employés, they split the concern into two so as to exclude it from the scope of the census.

A few points regarding the procedure may be noticed. In the first place, the designation 'industrial schedule' should be tabooed and the term 'industrial return' substituted for it. Owing to the word 'schedule' being used, it was difficult to make Charge Superintendents, and in one or two cases even District Census Officers, understand that the information to be collected by means of the industrial schedules was altogether independent of that to be recorded on the general schedules. Many at first thought that the industrial census referred only to the persons actually resident in factory premises. It is obviously essential for it to be clearly understood that the total labour force is to be shown, as on the tea-gardens, indigo factories, etc., as well as in the mills and coal-mines, there is a large body of workers who reside in their own homes. It is also a common thing for small factories only to have about six workers actually in the factory, while the bulk of the artizans work in their own house. Secondly, greater stress might be laid on the necessity for supplementing the information obtained by reference to the returns of factories and mines, the income-tax register, etc., by local inquiries, which should be continued till the day of the census. This is of special importance in places where brickfields spring up towards the end of the cold weather. As the result of the inspections of one District Census Officer, the number of factories increased from 14 to 40. It may be added that a special proviso had to be made in the case of concerns which are partly agricultural and partly industrial, such as tea-plantations and indigo concerns, viz., that the whole labour force *directly* employed by the management should be entered in the industrial schedule, whether employed on cultivation or manufacture.

G.—Forms.

TRANSLATION OF FORMS

72. The census forms required for Bengal, as constituted at the time of the census, had to be printed in no less than six characters, viz., English, Bengali, Kaithi, Devanagari, Oriya and Nepali-Hindi, besides Tibetan for the State of Sikkim. The following arrangements were made for translation. The Bengali translation was made in my office for the cover, schedule, block list, supervisors' instructions, enumerators' parwanas of appointment, circle list, Sundarbans boat ticket, the special industrial schedule and the covering letter to agents and managers of industrial and manufacturing works. The supervisors' parwanas of appointment in Bengali, Kaithi, Devanagari, Nepali-Hindi and Oriya were also prepared in my office, it being merely necessary to reproduce those used in 1901 after changing the year and date of the census. The translations of the previous census were adopted without change for the

circle summary, charge summary, enumeration passes and boat passes. The Bengali translation of the cover, schedule, and block list was circulated to the District Officers of the Burdwan and Presidency Divisions, and also to the Deputy Commissioner of Manbhum, for criticism, while the translation of the supervisors' instructions was revised by Babu Monomohan Chakravarti, District Census Officer of Howrah. The cover, schedule, block list, supervisors' instructions, enumerators' appointment parwanas and the circle register for other languages were translated by the following officers :—(1) Kaithi by the Magistrate of Patna, (2) Devanagari by the Deputy Commissioner of Ranchi, (3) Nepali-Hindi by the Deputy Commissioner of Darjeeling, and (4) Oriya by the Magistrate of Cuttack. The translation of the cover, schedule and block list in Devanagari was sent for scrutiny to the Deputy Commissioner of Singhbhum, and the Kaithi translation to the District Officers of Darbhanga, Bhagalpur and Palamau. The industrial schedule and covering letter to managers and owners were translated into Hindi (Kaithi and Devanagari) by the Hindi Translator to Government, and into Oriya by a clerk in my office. The Tibetan forms, viz., the cover, schedule and block list, were prepared by the Political Officer in Sikkim.

73. No adverse criticisms of the translations were received except as regards the Kaithi translation of the block list and general schedule. Regarding the former, the District Magistrate of Saran (Mr. Foley) writes :—"A small point I think worth noting for next census is that the Kaithi translation of the block list is written in extremely curious language. I was very much puzzled by it myself, and I found that Charge Superintendents generally had the same difficulty. It required considerable thought before it was discovered that *halka* meant a block. It wanted more thought to make out what was meant by *elaka*. In the heading of column 4 again, surely the word *aphasar* is anything but a common Hindi word. If block is translated by *halka* and charge by *elaka*, surely the English words might be added in brackets in order that there may be no possibility of mistake." I agree with this criticism, and would suggest that both in the block list and the heading of the general schedule, "block" should be substituted for *halka* and "charge" for *elaka*.

As regards the general schedule, the District Census Officer of the Sonthal Parganas (Mr. S. Chandra) writes:—"The headings of columns 9. 10 and 11 are so expressed as to be almost unintelligible to the general body of enumerators. The Hindi headings are worse than the Bengali. Hindi-knowing enumerators could easily understand *pesha* or *kam:* but they could hardly read the long-winded heading *Asal rozgaria ke zindagi basar karne ka jaria ya rozaar* and far less understand it. The same remarks apply to the heading of column 11, which is perhaps the worst offender in this respect '*Jo log dusri ke kamai nar basar karte ho unke aukat basar ka jaria.*' Who but a learned *maulvi* can understand language like this? These three columns (9, 10 and 11) were pitfalls to the enumerators, and to a large number of supervisors too, and the wording of the headings made confusion worse confounded. We would have been saved many a weary explanation repeated *ad nauseam*, if the wording of the headings had been simple and more suited to the poor understanding of the general body of enumerators." I agree with this criticism. It would be sufficient to have *pesha* or *kam* as the heading of column 9 and to have a simple term like *aur koi pesha* or *aur koi kam* in column 10. The supervisors' instructions could have an explanation that in cases where a person subsists on private income and does no actual work, the entry "private income" should be made. As regards column 11, all that is required is a simple heading such as "Occupation of person by whom supported." The distinction between columns 9, 10 and 11 might also be made clear by placing the words "For workers" above columns 9 and 10 and "For non-workers" above column 11.

It may be mentioned here that a mistake was made in the Kaithi cover in the instructions regarding column 16 of the schedule. In the schedule itself the heading was correctly printed, the words "deaf and dumb from birth" being entered at the end, so that it was clear that the words "from birth" did not apply to the other infirmities. In the instructions, however,

the words "deaf and dumb" were not placed at the end, so that it could not be seen that they qualified only deaf-mutes and not those suffering from other infirmities. A circular explaining the mistake had therefore to be issued.

71. The supply of general schedules, covers and block lists was based on the number of houses and blocks returned in the revised abstract, at the rate of 51 schedules per 100 houses, and 115 covers and 115 block lists per 100 blocks. This allowed for the supply to each Charge Superintendent of 50 schedules per 100 houses and of 110 copies of the cover and block list per 100 blocks. The balance, viz., 1 per cent. of the schedules and 5 per cent. of the covers and block lists, formed a reserve, which was kept in the district offices to meet emergent demands. In the case of Angul and the Orissa Feudatory States, however, the supply of schedules was on a more liberal scale owing to the difficulty of getting plain paper in remote areas on which to write up the rough draft of the preliminary record, and also because their inaccessibility prevented an extra supply being sent in time if any shortage was discovered at the last moment. A double supply was even allowed for Angul, one being intended for the draft and the other for the preliminary record. From Statement II at the end of this chapter it will be seen that the actual number of general schedules used averaged 53 per 100 houses, and that 58 per 100 were actually issued.

SCHEDULES.

Taking the figures for British Territory,* there were 6,500 less blocks at this census than in 1901, but 16,980 more covers were issued and 31,000 more were used. In the case of block lists, the figures show an improvement over those of 1901, for the balance of unused forms (30,000) was half that of 1901. As regards general schedules, the schedule at this census was taken as the sheet of two pages, whereas at the last census it was the page only: the figures given in the Administrative Volume of 1901 have therefore to be halved. Proceeding on this basis, we find that 178,000 less general schedules were used, though the population had increased by nearly 2 millions, and the number of houses by 352,000. The surplus of unused schedules was, however, 426,000. For this excess special circumstances, such as the need of an extra supply for plague-infected districts, were partly responsible.

75. The basis of supply of other forms was as follows. In the case of the circle and charge summary, a margin of 10 per cent. was allowed over the actual number of circles and charges as reported in the revised abstract of circle list. For remote areas a double supply had to be allowed, so that they could be used for totalling the results of the preliminary enumeration, which were to be sent in advance of the provisional totals of the final census if the compilation of the latter involved undue delay. The house lists (supplied for use at the time of house numbering) were issued at the rate of 120 per 100 blocks. Household schedules, and boat and travellers' tickets, were supplied according to the estimates of their requirements made by District Officers. These estimates had, however, to be checked by the figures of the last census and reduced when extravagant. This was especially the case with travellers' tickets, as some officers seemed to have the wildest ideas as to the number of persons travelling by rail, and sent in absurd estimates without consulting the railway officers about the number they might be expected to enumerate or calculating the average number of carriages in a train and the accommodation in each.

76. A useful suggestion for the simplification of the cover is made by Mr. S. Chandra, District Census Officer of the Santhal Parganas, who writes:—"The formidable array of dates on the cover may be dispensed with. The information regarding commencement and completion of preliminary enumeration and testing by supervisors and Charge Superintendents can be obtained from the Circle List and Circle Register (*vide* columns 12 and 7 of the Circle List and Circle register, respectively). To require the entry of these dates again on the

COVERS.

* Sambalpur is excluded, as the figures of 1901 are not available, and Calcutta, as the number of forms used in 1911 was not reported. The figures for the Feudatory States have also to be excluded owing to changes of area.

cover appears to be useless duplication of labour. As to the other dates, viz., 'Final enumeration commenced and completed,' 'Enumeration abstract compiled and despatched to Charge Superintendent,' 'Book despatched to Charge Superintendent,' 'Book received by Charge Superintendent,' the necessity for entering them on each book is not apparent. The final enumeration commences on the date fixed for the purpose and is completed on the same date, the exception being mooring ghâts where enumeration books are kept open for three days after the final census night. This exception need not impose the task of writing the dates on all enumeration books. "Enumerator's abstract compiled and despatched to Charge Superintendent" can be shewn in the remarks column of the Circle Register. The "Date book despatched to Charge Superintendent" may be shown on a covering slip for all the books of the circle, and the "Date book received by Charge Superintendent" may be similarly shown on the same slip by the Charge Superintendent initialling it with the date." I have already referred to the suggestion that the instructions should also be issued separately and not printed on the cover.

SPECIMEN SCHEDULE.

77. It is no easy matter to prepare a specimen schedule that will reflect all the varied conditions of a large province with numerous different races, such as Bengal when the census was held. Efforts were made to secure representative Kaithi and Bengali specimen schedules, and special entries were made in the Devanagari form for Chota Nagpur and in the Nepali-Hindi form for Darjeeling which would illustrate entries likely to be found there. There are some districts, however, such as the Sonthal Parganas to which these specimen schedules are not of much use; and in such cases, I would recommend that the District Officer should be authorized to prepare and print a special specimen schedule for his district. The entries of the race or caste of Native Christians in the specimen schedule for Chota Nagpur was somewhat of a puzzle to the Census officers, because it was entered as Native Christian in two cases and Oraon in a third case. The reason for this distinction is that ordinarily no detail is required for Native Christians beyond the fact that they are natives of India, and that Christian converts can have no Hindu caste. On the other hand, in the case of tracts like Chota Nagpur, Darjeeling and the Sonthal Parganas, it is of interest to obtain information regarding the tribes to which converts to Christianity belong, and there is no objection on the part of aboriginal tribes to entering their tribal name. It was explained that in such cases the tribe (and not the words Native Christian) should be entered in column 8; but it would have saved correspondence and searching of mind if this explanation had been given in the Code.

GENERAL SCHEDULE.

78. No part of the census gave so much trouble as the entries required for occupation in columns 9—11 of the general schedule. Personally, I am in favour of the entire omission of column 10 (subsidiary occupation), as I consider that the statistics obtained from the entries in this column are of little practical use, while to make the enumerators understand what is required, adds enormously to the burden laid both on an improvised agency and on a superior staff who have their hands already full. If this column was omitted, it would be possible to devote much more attention to the remaining entries and to secure greater accuracy. In any case, work would be greatly lightened if the headings of columns 9—11 were simplified in the manner already suggested. On this point I may be allowed to quote from the reports of some Census Officers. The District Census Officer of Monghyr writes:—"Columns 9, 10 and 11 were the stumbling blocks for all. Even some Europeans and Anglo-Indians made wrong entries, not to speak of the half-literate enumerators." Similarly, the Deputy Commissioner of the Sonthal Parganas remarks:—"As at the last census, so at the present, columns 9 to 11 caused ten times as much trouble as the whole of the rest of the schedule put together. My own deliberate opinion is that there is no justification for this 'over-loading a willing beast.' The district staff have to do the census work in addition to their already heavy duties. They have to spend hour after hour in trying to drum into the heads of the rustic the meaning of and difference between these three columns. My officers as a whole did it conscientiously.

census was satisfactory, although here and there was heard the remark that the census would be followed by terrible epidemics which would carry off a large number of the people. There is a superstitious belief prevalent among the people that if one counts his children, he is sure to lose some of them. This belief holds good, not only as regards human beings, but also as regards all objects (animate or inanimate) which one possesses, and even the fruits and vegetables which a man's trees and plants may bear. A child unwittingly counting the pumpkins which the plant in the kitchen garden has borne will be sharply rebuked by its mother and will be asked not to do so, as the effect of the counting will be that all the pumpkins will rot." The District Magistrate of Birbhum again writes :—"A certain section of educated Indians are of opinion that work done by private individuals in connection with census is so much work done to Government without remuneration. When this is the opinion of educated persons, what can be expected of ignorant villagers. The notion prevails among women and old men that a census tends to diminish population. But in general no obstruction or special difficulty of any kind was experienced. It would be vain to try to convince people that census is a public duty and is of public utility. It is more or less looked upon as one of the useless whims of the Sarkar." The idea that a man has a duty to the State and that he cannot expect to be paid for it is still a great obstacle. Many supervisors and enumerators no doubt entertained the same feeling as a man who was appointed enumerator in Palamau. This worthy, a Brahman by caste, asked for either an allowance or permission to realize it from the villagers, and enquired what crime he had committed worse than that of a murderer, who, in spite of his crime, is fed by the Sarkar while in prison.

84. The Santals and Sauria Paharias of the Sonthal Parganas, unlike others, showed considerable interest in the proceedings—a happy contrast to the state of affairs in 1881 when their fear of the unknown nearly caused a rising and troops had to be marched through parts of the district. The Deputy Commissioner, Mr. Allanson, writes :—"The Santals and Paharias were rather keen in getting themselves enumerated, as they had a vague fear that omission would involve loss of *jot* rights and get them into hot water with the Sarkar, or bring down some other calamity on their heads—rather an auspicious circumstance for the general accuracy of the census figures. Mr. Stark of Gódda overheard in one village illiterate people saying that the Sarkar wanted to find out how many Santals and Paharias had gone away from the Sonthal Parganas, so as to bring them back and kick the Dikkus out of the district. The hatred of the Dikku may on the surface seem to have disappeared ; but it is always there dormant. The Santal will always regard this district as their "chosen land," and resent the presence of Dikkus in the aboriginal tract. Mr. Day, Subdivisional Officer of Rajmahal, writes that on the morning of the census a Paharia went to the Charge Superintendent of Barhait and complained bitterly that he had not been enumerated. He appears to have thought that he would be regarded as an out-law if his name did not appear in the schedule. The following extract from the tour diary of Mr. A. McGavin, Charge Superintendent of Dumka Damin, gives a good idea of the attitude of the Santals and Paharias towards the census :—it should be explained that the census of the Dumka Damin was taken during the day, and compilation of the figures was started after sunset on 10th March. "It was quite amusing the way headmen and others would come in at all hours of the night in breathless haste to have either themselves or friends who had escaped enumeration entered in the census schedules. All such men who came in were from the densely wooded parts of Silingi and Narganj, who had been away from their villages during the last few days, and who had hurried home along the jungle paths in order to be at home when the census took place, only to find that they were late and that the enumerator had visited the place earlier in the day."

85. Though the general attitude was one of indifference and apathy, there was no little excitement about questions of caste, especially among low castes who want to be classed as higher castes. One Jolaha actually instituted a civil suit against a supervisor and one of his enumerators,

claiming damages for Rs. 49, because his caste had been entered as Jolaha. The educated classes were also interested in the discussion raised regarding the question "Who is a Hindu," and in Bihar the people were considerably exercised over the entry of language. These three features are well described in the following extract from the final report from Shahabad :—"The District Census Officer remembers two of the previous censuses, viz., that of 1891 when he was a student, and that of 1901 when he was in Government service. So far as he can judge, in those censuses the people were indifferent and considered that it was a whim of the Sarkar to count the people. But in the present census great interest has been taken from political and social considerations. In the beginning a great agitation and discussion was carried on in the press about the question "Who is and who is not a Hindu." Another feature was the claim of low caste people to be classed and censused as of higher caste. The third point of dispute was about language. Hindus endeavoured to return the Hindi language for all, while Muhammadan enumerators wanted to return as many Urdu-speaking people as they could."

86. In areas affected by plague the people were inclined to connect its visitation with the census ; and the enumerators in some localities went round about in fear of actual violence. In some villages of Saran the people rubbed out the numbers of their houses, thinking the numbers would attract the plague demon, and enumerators were roughly handled when they attempted to re-number them. At Mokameh, in the Patna district, an enumerator was beaten with shoes for attempting to number houses and for asking the names of children, as the villagers suspected that their children were being picked out for despatch by plague. "There was, however, no general opposition of any kind to the taking of the census, and the people generally readily supplied the information demanded from them."

The belief that there was some mysterious connection between the census and the plague also gave trouble in Gaya. The District Magistrate writes :—"In places where plague was prevalent, people were not wanting who connected it with the census operations. Because there was plague during the last census operations in 1901, and because there was plague also in 1910-11 (another census year), the superstitiously inclined—and their number is not small—came to the conclusion that whenever there were census operations, they were followed by plague. This idea was so strongly impressed in the minds of some people that they positively refused to supply any information to the census staff. Others, while giving the particulars regarding the elderly members of the family, refused to give the names or other particulars of the younger ones, saying—"We are old people and do not care much if we die of plague ; but so long as there is a spark of life in us, we will not disclose the names or number of our children. We know well that if we do, the little ones will be carried away by plague." In such cases the census staff had to collect the necessary information from the neighbours."

87. Reference has already been made to the inconvenience caused by the late date at which the Census Act was passed.

CENSUS ACT.

The only other points calling for notice relate to sections 10 and 12. The former lays down that the maximum penalty that can be imposed for refusal to undertake, or neglect in the performance of, the duties of a Census officer, is a fine of Rs 50. This penalty is not sufficiently deterrent, for there are people to whom such a fine has no terrors. I would not go so far as one District Officer, who is of opinion that the penalty should be simple imprisonment for a period which may extend to one month, or a fine which may extend to Rs. 200, or both ; but I certainly think the maximum of the fine might be raised to a higher figure. It is not likely that the enhanced penalty will lead to any abuse, as there is a safeguard in the fact that the previous sanction of the District Magistrate must be obtained before a prosecution can be started.

The only other criticism of the Act that I have to offer relates to section 12. This section lays down that the entries in the census records, registers, schedules, etc., are not admissible as evidence in any civil proceeding or in any proceeding under Chapters XII and XXXVI of the Criminal Procedure Code. They are however admissible in other criminal proceedings.

I am not aware of the reasons which led to the enactment of these provisions or why such a distinction was made between civil and criminal proceedings, but *primâ-facie* in view of the misapprehensions (such as those referred to in paragraph 82) which are apt to arise regarding the objects of the census and the uses to which it can be put, it seems desirable that the entries should be made inadmissible in any criminal proceedings.

CENSUS CODE.

88. The Census Code was issued to all District Census Officers, Charge Superintendents and Inspecting Officers in accordance with the suggestion made by Mr. Gait in the last Census Report. It is a danger to overload it with instructions, but on the whole I am inclined to think that it might be more detailed and comprehensive, so that it might really be a *vade mecum* to Census officers, who are in every case the referees when knotty points arise. The more complete it is, the less need is there for supplementary instructions and circulars, which may arrive late and cause confusion or be neglected. The fewer there are of these, the better. It is largely on this account that in this report I have made a number of suggestions on points of detail which might be incorporated in the next Census Code. The Code might also be further improved by the addition of (1) a district census calendar, (2) a statement showing the mistakes commonly found in the census schedule and the corrections required, and (3) an alphabetical list of all districts and States in India. These three were issued separately during the course of the operations, but it would have been far more convenient if they had been included in the Code. Appendix IX showing the languages spoken in each district by 1,000 persons or more might be omitted, as it is of little use, but the remaining appendices might be retained. The Code should be issued as soon as possible in a complete form, so that officers may have time to study the instructions and see what action is required at each stage of the proceedings.

STATEMENT I.—Census Divisions and Agency.

District or State.	Number of—			Number of—			Average number of houses per—		
	Charges.	Circles.	Blocks.	Charge Superintendents.	Supervisors.	Enumerators.	Charge Superintendent.	Supervisor.	Enumerator.
1	2	3	4	5	6	7	8	9	10
BENGAL	*1,341*	*23,229*	*325,531*	*1,390*	*23,536*	*307,909*	*7,996*	*472*	*36*
	1,186	*21,533*	*298,467*	*1,235*	*21,640*	*280,838*	*8,299*	*469*	*36*
	165	*3,712*	*54,046*	*178*	*3,824*	*53,097*	*10,469*	*485*	*34*
	26	689	9,613	27	649	9,580	13,101	517	37
	23	401	5,510	23	430	5,861	8,881	475	35
	22	458	7,337	22	458	7,951	10,533	506	30
	48	1,366	19,719	13	1,303	18,504	13,562	446	32
	...	...	29	...	...	...	...	...	...
	30	525	7,347	30	525	7,272	8,657	497	36
	16	373	4,496	33	414	4,030	6,710	535	51
	257	*3,991*	*48,340*	*257*	*3,975*	*48,082*	*6,636*	*429*	*35*
	68	857	11,474	67	844	11,382	6,793	539	39
	3	10	43	...	...	...	...	...	...
	36	452	4,000	36	452	4,000	7,230	98	11
	46	828	9,128	47	830	9,125	7,242	410	37
	38	741	7,725	38	711	7,725	7,116	380	37
	38	677	9,375	38	672	9,412	9,204	520	37
	31	436	6,138	31	136	6,138	7,555	537	36
	143	*2,508*	*37,699*	*143*	*2,726*	*32,146*	*7,819*	*410*	*34*
	46	672	9,042	40	671	8,817	6,564	479	36
	55	924	17,423	53	925	12,967	7,064	456	33
	42	912	11,228	41	1,130	10,362	9,129	331	36
	154	*3,495*	*48,119*	*189*	*3,534*	*47,406*	*9,863*	*527*	*39*
	33	853	12,250	33	791	11,301	11,677	557	39
	37	682	8,834	37	662	8,838	9,417	528	39
	33	993	13,674	35	1,093	13,299	9,169	470	39
	26	945	13,357	30	985	13,966	9,459	567	40
DIVISION	*200*	*3,580*	*47,952*	*194*	*3,602*	*44,347*	*7,979*	*429*	*34*
	37	876	11,033	36	876	11 025	10,163	430	34
chronous areas	2	43	666	...	...	...	...	...	...
	45	648	10,932	45	708	11,108	9,052	575	37
	39	589	10,678	39	605	10,060	9,529	614	37
ng	22	383	2,202	5	339	2,041	11,372	168	28
Parganas	57	1,081	13,107	69	1,075	10,113	4,863	312	33
DIVISION	*117*	*2,029*	*30,868*	*118*	*2,025*	*29,509*	*9,003*	*524*	*36*
ack	39	751	12,308	37	728	11,283	11,556	587	37
alasore	22	387	6,439	22	387	6,439	9,650	578	32
ngul	6	89	1,118	10	110	1,193	4,283	389	36
Non-synchronous areas	4	51	1,110	...	...	...	...	...	...
Puri	27	417	6,369	26	416	6,085	7,905	494	34
Sambalpur	23	403	4,634	23	404	4,529	7,573	431	33
CHOTA NAGPUR DIVISION	*150*	*2,218*	*31,473*	*156*	*2,154*	*26,251*	*7,017*	*508*	*41*
Hazaribagh	39	492	6,005	39	509	6,228	5,986	457	37
Ranchi	33	548	6,910	39	548	6,532	6,538	465	39
Palamau	24	240	4,229	21	190	2,587	6,227	698	51
Manbhum	29	585	8,910	35	555	6,849	8,755	532	45
Singhbhum †	20	353	5,270	22	352	4,055	5,173	323	28
Non-synchronous areas	6	46	995	...	...	...	...	...	...
Native States	*155*	*1,696*	*27,064*	*155*	*1,696*	*27,071*	*5,584*	*510*	*32*
ir	13	338	3,333	13	338	3,340	8,754	336	34
latory States	142	1,358	23,731	142	1,358	23,731	5,544	580	33
nous areas	20	44	387	...	...	...	...	...	...

onal Assistant Charge Superintendents are included among Charge Superintendents.
agpur States of Saraikela and Kharsawan.

STATEMENT II.—NUMBER OF FORMS SUPPLIED AND USED.

DISTRICT OR STATE.	ENUMERATION BOOK COVERS (000'S OMITTED).				BLOCK LISTS (000'S OMITTED).				GENERAL SCHEDULES.						OTHER FORMS—								
									ACTUAL NUMBER (000'S OMITTED).				PER 100 HOUSES—		USED.						SUPPLIED.		
	Supplied.		Used.		Supplied.		Used.		Supplied.		Used.		Supplied.	Used.	Household schedules.		Boat tickets.		Travellers' tickets.		Household schedules.	Boat tickets.	Travellers' tickets.
	1911.	1901.	1911.	1901.	1911.	1901.	1911.	1901.	1911.	1901.	1911.	1901.	1911.	1911.	1911.	1901.	1911.	1901.	1911.	1901.	1911.	1911.	1911.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
BENGAL	*401*	*317*	*349*	*309*	*404*	*385*	*344*	*325*	*6,269*	*5,677*	*5,412*	*5,452*	*56*	*48*	*10,344*	*5,946*	*33,833*	*31,047*	*197,655*	*144,553*	*13,749*	*38,107*	*267,306*
British Territory	*368*	*317*	*345*	*309*	*371*	*385*	*341*	*325*	*5,772*	*5,677*	*5,361*	*5,452*	*56*	*52*	*10,312*	*5,946*	*33,586*	*31,047*	*195,845*	*144,553*	*12,786*	*36,117*	*222,321*
BURDWAN DIVISION...	*65*	*57*	*63*	*55*	*74*	*68*	*71*	*66*	*1,084*	*1,073*	*1,006*	*1,021*	*58*	*54*	*2,473*	*1,879*	*3,993*	*6,921*	*26,387*	*39,677*	*3,208*	*4,300*	*32,450*
Burdwan	11	11	10	10	16	10	14	8	200	212	186	218	56	52	684	564	505	881	5,877	7,278	1,000	600	7,300
Birbhum	7	7	7	6	7	7	7	6	126	116	120	111	62	59	34	25	...	...	3,823	1,400	10	...	4,000
Bankura	9	9	9	9	9	10	9	9	135	131	126	130	58	55	30	15	...	...	1,850	1,600	60	...	1,850
Midnapore	24	17	23	17	24	39	21	21	326	328	314	308	56	54	15	81	845	2,490	6,623	21,301	130	1,000	7,300
Hooghly	8	7	8	7	10	15	10	15	172	150	146	118	66	56	328	232	1,813	950	4,217	7,998	328	1,600	6,500
Howrah	6	6	6	6	8	7	7	7	125	106	114	103	57	51	1,382	939	830	2,600	3,965	100	1,650	1,100	5 300
PRESIDENCY DIVISION	*55*	*50*	*54*	*48*	*57*	*55*	*53*	*52*	*924*	*917*	*885*	*868*	*54*	*52*	*1,412*	*388*	*18,667*	*15,691*	*61,364*	*21,306*	*1,783*	*19,377*	*70,651*
24-Parganas	14	13	14	12	10	15	10	11	218	222	212	218	48	47	849	134	4,850	4,197	24,191	8,870	973	5,000	29,800
Nadia	10	10	10	9	11	11	10	10	196	197	182	160	58	53	253	75	1,717	1,619	9,773	2,298	423	1,877	13,151
Murshidabad	11	9	11	9	16	9	15	9	201	167	191	163	71	68	215	91	5,300	2,200	19,700	7,800	231	5,500	19,700
Jessore	12	11	12	11	11	12	10	11	190	205	181	202	51	52	45	10	1,900	3,195	5,850	918	56	2,000	6,000
Khulna	8	7	7	7	9	8	8	8	119	126	114	125	51	49	50	75	4,700	4,180	1,850	1,390	100	5,000	2,000
PATNA DIVISION ...	*42*	*36*	*40*	*36*	*44*	*42*	*39*	*39*	*672*	*672*	*604*	*650*	*60*	*54*	*702*	*629*	*1,160*	*1,780*	*15,671*	*17,211*	*1,486*	*1,855*	*20,200*
Patna	10	10	10	10	12	11	11	10	197	205	173	200	61	54	478	452	361	1,038	3,034	9,606	1,161	780	5,200
Gaya	20	14	19	14	20	16	17	16	250	246	210	210	59	49	91	69	70	100	8,432	5,000	125	75	10,000
Shahabad	12	12	11	12	12	15	11	13	225	221	1	210	60	59	130	105	720	642	4,205	2,605	200	1,000	5,000
TIRHUT DIVISION ...	*63*	*49*	*55*	*48*	*63*	*61*	*55*	*49*	*1,083*	*1,082*	*998*	*1,052*	*58*	*53*	*1,363*	*851*	*1,620*	*2,858*	*21,295*	*20,720*	*1,433*	*1,650*	*22,350*
Saran	22	14	14	14	22	20	14	15	278	279	229	271	63	52	193	178	1,050	518	4,050	8,370	233	1,050	1,050
Champaran	10	9	10	9	10	10	10	10	192	184	184	178	55	52	176	210	200	290	5,395	5,450	178	200	6,300
Muzaffarpur	15	12	15	12	15	15	15	10	303	298	291	297	59	57	599	300	90	2,050	6,000	3,000	624	100	6,000
Darbhanga	16	14	16	13	16	16	16	14	310	321	291	306	56	53	395	163	280	...	5,850	3,000	400	300	6,000

Some figures are not available for Sambalpur, Cooch Behar and the Orissa Feudatory States, and are therefore excluded from the totals *for Bengal*, British Territory and Native States. The figures which are not available are indicated by the symbol (*a*).

STATEMENT III.—DISTRICT CENSUS CHARGES.

Showing the cost of enumeration in the districts of Bengal as constituted on 10th March 1911.

DISTRICT.	District office establishment.	House numbering.	Remuneration of Census officers.	Travelling allowance of Census officers.	Stationery.	Postage and telegrams.	Freight.	Miscellaneous.	TOTAL. 1910-11.	TOTAL. 1900-01.
1	2	3	4	5	6	7	8	9	10	11
	Rs. A. P.	Rs.	Rs.	Rs. A.	Rs.	Rs. A. P.	Rs.	Rs. A. P.	Rs. A. P.	Rs. A.
Burdwan	...	...	...	...	...	...	...	3 7 0	3 7 0	113 0
Birbhum	...	...	...	...	...	...	...	...	...	92 0
Bankura	...	...	...	...	...	...	...	...	...	118 0
Midnapore ...	...	...	...	...	...	60 5 6	...	23 10 6	84 0 0	72 0
Hooghly	19 10 10	...	...	...	...	10 5 0	...	13 6 0	43 5 10	128 0
Howrah	...	...	...	...	...	...	...	...	...	49 0
24-Parganas ...	41 15 5	...	...	...	...	...	...	173 15 6	215 14 11	285 0
Nadia	32 11 10	...	...	...	...	63 5 0	...	37 3 9	133 4 7	41 0
Murshidabad ...	...	...	...	...	...	...	...	5 5 6	5 5 6	51 0
Jessore	...	...	...	...	...	...	...	110 9 6	110 9 6	36 0
Khulna	...	...	...	...	...	...	...	...	...	10 0
Patna	...	...	...	...	...	...	...	...	...	25 0
Gaya	...	...	...	...	...	1 8 0	...	42 1 0	43 9 0	66 0
Shahabad	...	...	...	...	...	...	...	5 1 6	5 1 6	62 0
Saran	...	...	...	...	...	...	...	...	...	245 0
Champaran ...	...	...	...	...	...	...	...	40 0 0	40 0 0	185 0
Muzaffarpur ...	...	...	...	...	...	...	...	...	...	164 0
Darbhanga ...	...	...	...	...	...	...	...	37 2 0	37 2 0	140 0
Monghyr	...	...	...	10 4	...	0 0 6	...	50 4 0	60 8 6	104 0
Bhagalpur ...	...	...	...	...	...	...	...	...	...	114 0
Purnea	...	...	...	...	...	...	...	...	...	17 0
Darjeeling ...	12 1 6	...	...	3 2	...	...	...	...	13 3 6	252 0
Santhal Parganas ...	...	...	...	...	...	...	...	23 4 0	23 4 0	300 0
Cuttack	...	...	...	...	...	...	...	21 14 8	21 14 8	70 0
Balasore	...	...	...	...	...	...	...	...	...	72 0
Angul	...	...	199	56 0	...	...	...	18 0 0	273 0 0	1,118 0
Puri	...	...	...	...	...	...	...	...	...	301 0
Sambalpur ...	...	...	...	...	...	25 1 0	...	44 15 0	70 0 0	278 9
Hazaribagh ...	70 0 0	...	...	7 4	...	...	...	128 4 3	205 8 3	9 0
Ranchi	...	...	...	...	...	...	...	12 9 0	12 9 0	195 0
Palamau	...	...	...	...	...	...	...	...	...	17 0
Manbhum	50 0 0	...	...	...	...	...	...	...	50 0 0	25 0
Singhbhum ...	...	...	...	...	...	...	...	...	...	40 0
Lower Ganges Bridge	177 2 3	...	...	15 0	...	...	...	183 6 0	375 8 3	...
East Indian Railway	...	...	...	109 9	...	...	...	...	109 9 0	...
Bengal-Nagpur Railway.	...	...	...	6 12	...	2 7 0	...	...	9 3 0	...
TOTAL ...	403 9 10	...	199	207 15	...	163 0 0	...	974 7 2	1,948 0 0	4,777 9

STATEMENT IV.—Difference between Provisional and Final figures of the Census of 1911.

District or State.	Provisional totals.	Final totals.	Difference.	Date of despatch of provisional totals.
BENGAL[c]	*57,192,118*	*57,206,430*	+ *14,312*	
(1) BRITISH TERRITORY	*52,656,461*	*52,668,269*	+ *11,808*	
Burdwan Division	*8,467,365*	*8,467,314*	— *51*	
Burdwan	1,538,234	1,538,371	+ 137	14th March.
Birbhum	936,443	935,473	— 970	13th Do.
Bankura	1,138,821	1,138,670	— 151	13th Do.
Midnapore	2,820,374	2,821,201	+ 827	15th Do.
Hooghly	1,089,935	1,090,097	+ 162	15th Do.
Howrah	943,558	943,502	— 56	12th Do
PRESIDENCY DIVISION[a]	*9,433,385*	*9,445,321*	+ *11,936*[a]	
24-Parganas[a]	2,427,615	2,434,104	+ 6,489[a]	15th March.
Calcutta[a]	890,493	896,067	+ 5,574[a]	12th Do.
Nadia	1,617,836	1,617,846	+ 10	13th Do
Murshidabad	1,371,667	1,372,274	+ 607	13th Do.
Jessore	1,755,346	1,758,264	+ 2,918	14th Do.
Khulna[a]	1,370,428	1,366,766	— 3,662[a]	16th Do.
PATNA DIVISION	*5,631,598*	*5,634,789*	+ *3,191*	
Patna	1,609,070	1,609,631	+ 561	12th March.
Gaya	2,160,657	2,159,498	— 1,159	14th Do.
Shahabad	1,831,871	1,835,660	+ 3,789	16th Do.
TIRHUT DIVISION	*9,975,031*	*9,973,359*	— *1,672*	
Saran	2,289,542	2,289,778	+ 236	12th March.
Champaran	1,909,080	1,908,385	— 695	14th Do.
Muzaffarpur	2,846,896	2,845,514	— 1,382	13th Do.
Darbhanga	2,929,513	2,929,682	+ 169	13th Do.
BHAGALPUR DIVISION	*8,407,583*	*8,410,371*	+ *2,788*	
Monghyr	2,128,967	2,132,893	+ 3,926	13th March.
Bhagalpur	2,141,576	2,139,318	— 2,258	12th Do.
Purnea	1,993,143	1,989,637	— 3,506	12th Do.
Darjeeling	262,431	265,550	+ 3,119	14th Do.
Sonthal Parganas	1,881,456	1,882,973	+ 1,507	13th Do.
ORISSA DIVISION	*5,131,656*	*5,131,753*	+ *97*	
Cuttack	2,108,672	2,109,139	+ 467	12th March.
Balasore	1,055,729	1,055,568	— 161	11th Do.
Angul	199,450	199,451	+ 1	13th Do.
Puri	1,023,624	1,023,402	— 222	12th Do.
Sambalpur	744,181	744,193	+ 12	13th Do.
CHOTA NAGPUR DIVISION	*5,609,843*	*5,605,362*	— *4,481*	
Hazaribagh	1,289,336	1,288,609	— 727	16th March.
Ranchi	1,388,749	1,387,516	— 1,233	17th Do.
Palamau	689,269	687,267	— 2,002	16th Do.
Manbhum	1,547,963	1,547,576	— 387	14th Do.
Singhbhum	694,526	694,394	— 132	13th Do.
(2) FEUDATORY STATES	*4,535,657*	*4,538,161*	+ *2,504*	
Cooch Behar	592,965	592,952	— 13	14th March.
Orissa Feudatory States	3,797,758	3,796,563	— 1,195	12th to 16th March.
Chota Nagpur States	144,934	148,646	+ 3,712	13th March.

[a] After adding the figures subsequently received for the Sundarbans and the Port of Calcutta, the difference is:—Bengal—1,112, British territory—3,616, Presidency Division—3,488, 24-Parganas +4,926, Calcutta – 2,380 and Khulna—9,569.

attracted by a definite sum being fixed, as they understand the fixed pay system, whereas they do not know what they are likely to get by piece work. In some offices therefore monthly rates were fixed at first, and the contract system substituted after about a week. Where a monthly rate of pay was fixed, the copyists were rewarded or fined according as their outturn exceeded or fell short of the standard fixed, viz., at the rate of 5 pice per 100 slips if their pay was Rs. 10 a month and at the rate of 6 pice per 100 slips if it was Rs. 12 a month. For the first week or so, when the men were learning the work and could not reach the standard, no fines were imposed.

The rate of pay was, on the whole, higher than in 1901 owing to the rise of prices in the intercensal period. In fifteen offices the copyists received Rs. 10 a month or 5 pice per 100 slips, and in fourteen the pay was Rs. 12 a a month or 6 pice per 100 slips. The copyists at Krishnagar and Chuadanga were paid Rs. 15 a month, as it was reported that men could not be obtained for less, and the same sum was paid to the copyists at Chinsura who copied the Calcutta slips into English. Personally, I cannot help thinking that a sufficient number of copyists would have been obtained on Rs. 12 at the former two places. A special rate of Rs. 25 a month had to be sanctioned (as in 1901) for the establishment at Darjeeling, where competent copyists are scarce, and men had to be found who were capable of translating into English the Nepali Hindi entries on the schedules and of writing the slips in English. In Sikkim, where the same had to be done, the pay was Rs. 20 a month. A special rate of 8 pice per 100 slips was paid in the Howrah office for the numerous general schedules written in English. The entries in these schedules, and more especially those written up during the railway enumeration at Lillooah, were difficult, and they had to be transcribed in Bengali. A special rate of 6 pice for every 100 slips that were copied from the schedules written in English was also allowed in Singhbhum, where 10,000 such slips had to be written for the enumeration books of the works treated under the special procedure laid down in Appendix I of the Code. A specially low rate of 3 annas per 100 slips was fixed for the copyists at Sambalpur, as they were patwaris already in receipt of a salary. It would have been lower had it not been that they incurred additional expense by leaving their homes and getting lodgings in Sambalpur.

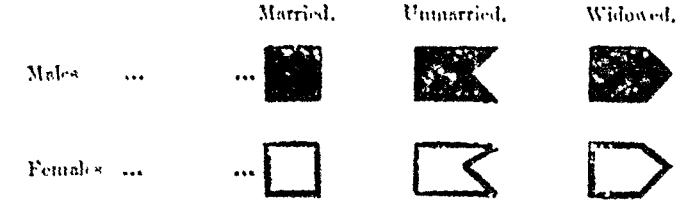
In fixing the rates of pay there are a few important points to be borne in mind. In the first place, it is undesirable that the rate in central offices should be lower than that fixed in the districts from which it receives slips for sorting. If it is lower, there is no inducement for copyists to come from those districts to work as sorters. The pay of sorters was fixed at Rs. 2 a month more than was paid to the copyists of the central offices, but in some cases this merely brought up the rate to the level of some of the district offices. In the second place it is dangerous to have a high rate of pay either in district or central offices because good copyists can make so much that there is bound to be a reduction of their pay when sorting begins. This reduction naturally causes discontent and is apt to lead to desertions, especially when sorting is new and arduous.

SUPPLY OF SLIPS.

99. The first supply of slips was calculated with reference to the number of persons of each sex, religion and civil condition as recorded at the last census, with the addition of 10 per cent. of each kind to allow for wastage of slips and increase of population. Subsequently a supplementary supply based on the provisional totals of 1911 was sent where necessary. Five per cent. extra was sent where the increase in population shown by the provisional totals was less than 5 per cent. in excess of the population of 1901. Ten per cent. extra was sent where the increase was between 5 and 10 per cent.; 15 per cent. where the increase was between 10 and 15 per cent.; and 20 per cent. where it was between 15 and 20 per cent. The slips of each kind were made up in bundles of 500, and each office had a minimum of 500 of each (*e.g.*, Buddhist married males). It is essential that (1) the boxes in which they are sent by rail should not be too large, and (2) that each bundle should be tied with string and not banded with paper. Heavy boxes sometimes got broken in transit, and the slips fell

out. In one such case it took several copyists days to rearrange the slips according to colour and symbol, as being only banded with paper they got hopelessly mixed.

100. In spite of the liberal scale of supply, cases of slips running short were numerous. The number of married, unmarried and widowed persons must necessarily vary from census to census, and there were no means of forecasting the very large increases of Christians and Animists that took place in some districts. There were consequently many supplementary indents, and there was always the danger that if slips were not received in time, slip-copying would be interrupted. To prevent such stoppages of work, each office was supplied with blank slips of each colour (*i.e.*, slips for each religion but without symbols) and a set of rubber stamps and ink, with which the six different symbols indicating civil condition could be affixed to them; altogether 285,000 blank slips were supplied. These blank slips and the stamps proved extremely useful, and I cannot speak too highly of their value. Not only was it possible to provide slips of the sex and civil condition required, but it was easy to convert the symbols on slips of which there was a surplus into other symbols, *e.g.*, male slips could be changed to female, married into unmarried, and unmarried into widowed. A glance at the following diagrams of the symbols will sufficiently show how this could be done :—



Further, in order that inconvenience might not be caused by delays in the Press, a reserve stock of slips was kept in the head office from which emergent indents might be met in part, if not in whole. Difficulties caused by a temporary shortage of slips was also remedied to some extent by dyeing the slips. This was not altogether successful, *e.g.*, it was found that when Hindu (brown) slips were dyed green for use as Animist slips, the column numbers became illegible and the pencil made a very faint impression on them. It was, however, effectual when slips had to be dyed red for use as Christian slips. Lastly, when offices closed down, their surplus slips were transferred to other offices that were still at work and in need of slips, provided that the cost of transport and the speed with which slips could be sent made this course practicable. In many cases it was found quicker and cheaper to send them direct from Calcutta, but over half a million slips were transferred in this way from one office to another.

101. Altogether, 66½ million slips were supplied, and the surplus of unused slips was, according to District Officers' reports, nearly 4¾ millions. There was of course a certain wastage owing to slips being wrongly written up or so badly cut as to be useless, etc. In the Berhampore office 78,000 had to be rejected, and in another office 40,000 were destroyed by a storm which unroofed the slip-copying office.

Considerable trouble was caused by supplementary indents being sent without counting the slips actually in the sorters' hands or estimating the number that it might reasonably be expected would be really required. One office, for instance, was supplied with 5,500 male Musalman widowed slips, the number under that category in 1901 being 4,926, and the officer in charge asked for an additional supply of 25,000. The total number to be copied was eventually found to be 5,853, or only 353 more than the number originally supplied. It was frequently assumed that because the number of any particular kind was small, it must therefore be insufficient. To prevent extravagant estimates and reduce correspondence, officers in charge of slip-copying offices were instructed to refer to the figures given in Table VII of the preceding census and see the number of persons of each

civil condition and sex returned under the different religions in his district. Further, it was provided that where the number of persons of any particular civil condition was small and only a small number of slips had therefore been supplied, they should be distributed proportionately among the copyists with reference to what were likely to be the actual requirements. Lastly, it was ordered that the number of slips actually with the sorters should be counted before a supplementary indent was submitted, as in some cases all the slips of that particular kind were distributed and indents were sent simply because some copyists were without them, while others had a surplus. In the Suri office some salutary rules were laid down to prevent such mistakes. The slips for Hindus and Muhammadans were issued at the rate of 500 slips for each kind to each copyist, while the Animist slips were issued at the rate of 100 each and the Christian and Others slips at the rate of 10 each. The copyists were distinctly given to understand that ordinarily they would not require slips of every kind. If their stock of slips of the minor varieties fell short, they reported the fact to their supervisor, who did not take a fresh supply from the record-room, but took as many slips from other copyists in his gang as they could spare. If this proved insufficient, he applied to his fellow supervisors, and then, if necessary, to the record-keeper. This procedure was an effective safeguard against slips of any particular kind accumulating in any gang.

PENCILS.

102. All the slips were written up in pencil. The pencils were obtained from the Controller of Printing, Stationery and Stamps and were supplied to each slip-copying office by the head census office. They were of the class called 'middling' and were supplied at first at the rate of a dozen per week for each gang of 10 copyists, one supervisor and one assistant supervisor. In all but eleven offices, however, this supply was found inadequate. Complaints were made that the pencils were soft and wore out quickly, and it was found that on the average each did not last more than four days. In such cases the original supply was increased by half, so as to allow each copyist three pencils for two weeks. There is of course a danger of copyists being extravagant or careless in the use of pencils, *e.g.*, by continually sharpening them or wasting them by cutting them into two pieces, as a result of which two stumps are left; and fast workers naturally use more pencils than slow ones. But the fact remains that the original scale of supply was generally inadequate. Subsequently, some 'hard' pencils were supplied to a few offices which complained of the middling pencils being too soft, but these did not prove satisfactory, as the copyists could not work so fast with them and the writing on the slips was apt to be indistinct and illegible. On the whole, the 'middling' pencils proved quite suitable and gave a good lasting impression. One officer reported that the ordinary pencils (of European manufacture) obtainable in the bazar at 2 annas 3 pice per dozen were of a better quality. This report came too late to be of any use. Otherwise, there might have been a saving, as the 'middling' pencils supplied by the Stationery Office cost 4 annas a dozen. Pencil sharpeners were also supplied, but did not prove satisfactory, as they soon become blunt and broke the points of the pencils, or the copyist did not know how to use them. In practice, cheap country knives, costing about 11 annas each, were found to be more useful. They are moreover required for cutting the jute which serves as string.

ACCURACY OF THE WORK.

103. Cases in which wrong slips were used were rare, and the entries, were, on the whole, accurately made. At Bhagalpur, for instance, only 315 mistakes were found in 133,000 entries and at Cuttack 166 out of 72,000, while at Berhampore only 157 mistakes were detected by the Deputy Superintendent in 38,000 slips, and at Muzaffarpur there were mistakes only in 175 out of 86,000 slips that were examined. Mistakes were perhaps commonest in the entries of occupation, the copyists not taking the trouble to copy out long entries, especially in the case of shop-keepers. There was also at first a tendency to neglect the instructions that the sect or denomination of Christians, *e.g.*, Church of England, Baptist, Roman Catholic, etc., was to be copied in column 4 of the slips, though an extra line was allowed for

the purpose. The officers in charge of slip-copying offices were consequently instructed to check personally all Christian slips, as well as the slips for Others, for there was also a tendency to omit the entry of the actual religion, such as Sikh and Jain. The worst error was committed by the Chuadanga office, which classed all Animists as Hindus. This was detected by Mr. A. K. Ray, District Census Officer of Nadia, who found that no less than 1,106 Animists were recorded as such in column 4, but not a single Animist slip was written. A list of these entries had to be made, and new slips written up at the central office. In two other offices I found that the officers in charge (who had not previously been employed on census) did not clearly understand what an Animist was, while copyists were often equally ignorant. The meaning of Animist was, it is true, explained in the Code, but it would have been better if it had been specifically stated in the rules* for copyists that Animists are those persons for whom tribe or caste is entered both in columns 4 and 8 of the schedules. Some misapprehension was, I think, caused by the definition of Animist in the Census Code, viz.—"When a person has no recognized religion, such as Christian, Hindu, Musalman, Buddhist, etc., his tribe should be entered." As it reads, an Atheist may be returned as an Animist; in fact, one District Census Officer asked me whether Atheists should be treated as Animists, pointing out that Atheism is the negation of religion. In some cases I cannot but suspect that Animist slips were used, instead of slips for Buddhists or Others, because the religion was one that the copyist had never heard of. In other cases however the fault was probably the enumerator's, who, when he heard of a new religion, regarded the man as a Mlechchha and entered his caste in the column for religion.

Tbe paper and cutting of slips.

101. The paper used for the slips was suitable, except that for Hindu slips which were printed on brown cartridge paper. As it was rough, the pencil did not make a good impression, and it took longer to copy the entries on it than on the smoother slips. In future, it would be well to taboo this paper altogether, and substitute smooth white paper. For speed of work it is obviously desirable that the easiest paper should be used for the most numerous religion. The copying of the slips was remarkably good, considering the difficulty of always cutting slips absolutely straight with the guillotine. To prevent waste, it was laid down that the slips should never be rejected unless they had been rendered quite useless. Even if the numbers had been cut off the left side of a slip, it was to be used if they were found on the right side, and if the space for the distinguishing number at the top of the slip had been cut off, the entry was to be made below instead of above the line.

Infirmity slips.

105. A special slip was used for infirmities, on which entries were made of (1) the serial number of the charge, circle, block and person, (2) the age, (3) the caste and (4) the infirmity. For the copying of these slips it was laid down that a few selected copyists should be employed in a separate gang under a selected supervisor. As the number of infirmity slips to be written up is small, and nearly all the copyists' time is spent in searching for entries, they were paid at special rates, *e.g.*, 5 or 6 annas per 100 slips, or Rs. 10 to 12 a month, irrespective of the number actually copied. Where a person was found to be suffering from more than one infirmity, a separate slip was written for each and a note of the fact made at the foot of Register E., *e.g.*, "One male is both a leper and blind." The fact that details of the age of such persons were also required was unfortunately overlooked, and this omission had to be remedied later by referring to the original slips. Persons entered as dumb only were taken to be both deaf and dumb, but not persons who were recorded as deaf only. As a check on the work of the infirmity slip copyists, the ordinary sorters made a note either on the cover of the enumeration book or on a separate slip of paper of any entries that they found when copying the

* The separate issue of these rules, which are more detailed than those in the Code, proved very useful.

ordinary slips. These notes were referred to after the infirmity slips had been copied in order to see if any entries had been overlooked.

The number of entries in column 16 of the schedules being very small, there is a great danger of their being overlooked, unless special copyists are employed. At the same time the system of payment by results is unsatisfactory, as the men cannot make as much as they would by ordinary copying. Some officers are of opinion that there is no need for special copyists, and point out that as the ordinary copyists have to go through every entry in the enumeration books, they might just as well write up infirmity slips at the same time : these would of course be kept separate from other slips. There is much to be said for this view, for if they are paid at a special rate, *e.g.*, half a pice for each infirmity slip, there is little likelihood of their passing over infirmities, and thereby losing the opportunity of increasing their earnings.

ABBREVIATIONS.

106. The system of abbreviations was pushed a little further than in 1901, for abbreviations were allowed for the three most numerous castes both among Hindus and Musalmans in each district. Where, moreover, one of these selected castes was partly Hindu and partly Animist, the same abbreviation was used in both cases. To prevent confusion being caused during sorting by different District Officers adopting different abbreviations for the same caste, the list of abbreviations was prepared by me. The abbreviations for the main languages were the same as in 1901, but an abbreviation was also allowed for Oraon in Ranchi, for Khond in Angul and for Santali in the Orissa Feudatory States and in seven districts where Santali is widely spoken. The use of these abbreviations for local languages was found convenient and gave no trouble, except for Oraon in Ranchi. Here the abbreviation *O* which designated Oriya was frequently used instead of the prescribed abbreviation *Or*, and no little trouble was caused in compilation, the slips having consequently to be resorted in a number of cases. I would retain the abbreviation for Oraon in Ranchi and Palamau, but lay down that Oriya in these districts must be written in full. I would also allow no abbreviation of Hindi to be used in Singhbhum, for there the copyists only too often wrote *Hi*, and it was practically impossible to distinguish between it and Ho, as spelt in the vernacular. Considerable delay and trouble were consequently caused in the compilation stage by having to ascertain the correct figures for these two languages. As regards other abbreviations, the only suggestion I have to make is that *Ch* could very well be used instead of *Chas* as an abbreviation for cultivation, just as *Kasht* was abbreviated to *Ka* in Bihar and Chota Nagpur. Some officers were anxious that more abbreviations should be allowed, but I do not think that the limit can be extended with safety. The only exception that I would make would be to allow an additional abbreviation for a caste with a long name in any district where it is in large numerical strength. As an instance in point, I may mention Bhuinhar Brahman—a name which copyists in their anxiety to secure a good outturn, are apt to treat as Brahman, using the abbreviation allowed for the latter. It is as well moreover not to issue a consolidated list of abbreviations for all districts, as I did, for copyists get hold of it and want to use the abbreviations prescribed for other districts as well as their own. Each district should be supplied only with the abbreviations allowed for it.

CHECKING.

107. At first every slip was checked, the copyists reading out the entries from the slips, while the supervisor read the enumeration book. Subsequently it was laid down that as the work of slip-copying progressed and mistakes disappeared, the testing might be reduced and only a percentage of the entries were checked. Lengthy names of occupations, non-district languages, non-district birth-places, and literacy had, however, to be compared in every case, as there is always a risk of such entries being overlooked. The supervisor went first of all through the book and compared all slips where a non-district language or birth-place, or the word "literate" or the word "English" was entered in the schedules. He then tested 25 to 30 per cent.. of the other entries, noting their serial numbers on the covers in order that the officer in charge of the slip-copying office might see what entries he had tested.

In practice, however, it was found that little or no saving of time effected by only checking a certain proportion of the entries on each slip, as the copyists got into a mechanical way of reading out all the entries on the slips and took much longer to pick out particular entries. The best plan was found to be to take half or one-third of the slips for each book and go through all the entries. The remarks of the officer in charge of the Chandanga office on this point are worthy of reproduction :—

"The provision that after a time the supervisor will have two or three entries read out from each slip does not appear to have served the purpose for which it was intended, for it was found in actual practice that there is no saving of time when the supervisor selects two or three entries from each slip for the copyist to read. A copyist can read very fast when he reads all the entries, but the case is different when he has to find out the entries which the supervisor wants him to read. The supervisor also takes some time to say what entries he wants the copyist to read. When mistakes disappear and comparing can safely be reduced, there would be a saving of time if the supervisor compared 50 per cent. of the slips. Of course, all cases of lengthy occupation, double occupation, literacy, etc., should always be compared."

108. It was impossible for the supervisors and assistant supervisors to check more than 5,000 slips a day, and additional comparers had to be entertained on the following scale. In Bengal districts where the outturn in any week exceeded an average of 500 slips per copyist daily, additional men on Rs. 15 a month were entertained during the following week at the rate of one for every 5,000 slips (or fraction of the same) in excess of what the daily outturn would be at the rate of 500 slips per copyist. For instance, if in any week the average outturn per head of ten gangs of copyists was 560 slips a day, the total daily outturn (56,000) was 6,000 in excess of the standard, and two additional comparers were entertained during the next week. In districts where the schedules were written up in the Kaithi character, additional comparers were entertained at the rate of one for every 1,500 slips (or fraction of the same) in excess of what the daily outturn would be at the rate of 450 slips per copyist. The additional comparers worked under the direct orders of the officer in charge of the slip-copying office, who deputed them to assist supervisors whose work had fallen into arrears either in comparing the slips with the enumeration books or in sorting the slips and writing up Register A.

There is no doubt that the checking of 5,000 slips a day is a heavy strain on the resources of the supervisors. To quote from the report of the Deputy Superintendent at Cuttack :—"The supervisors and the assistant supervisors were generally overworked. The additional checkers, it is true, relieved them to some extent, so far as the checking was concerned, but the rules did not provide for the employment of checkers in sorting, and the whole sorting, and counting had to be done by the supervisors and their assistants, and that was a big job when the average outturn rose to 700 and 800 per man as it did in many cases." The rules for slip-copying, to which the Deputy Superintendent alludes, laid down that the checking of the slips should be carried out by the supervisor himself. It was found impracticable to observe this rule strictly, and I agree that the rule ought to be amended, as recommended by the District Census Officer of Muzaffarpur, who remarks :—"The assistant supervisors should be permitted to assist the supervisor in checking the slips. It is absolutely necessary to make adequate provision for keeping comparison and sorting up to date, and our actual experience has shown the necessity of the assistant supervisors helping in this work."

SORTING BY SEX AND RELIGION.

109. After the slips for each enumeration book had been checked, the supervisor or his assistant sorted them by sex and religion, counted the number of each kind, and then entered the figures in Register A. The sorted slips were placed in pigeon-holes, and when the sorting was complete for a circle, those in each pigeon-hole were counted, and the number compared with the corresponding total in the register. After this they were tied up in a bundle, and a label

placed on the top showing the district, thana and circle, the number of slips and the religion and sex concerned. When this had been done for all the circles in a charge, the bundles were returned to the record-keeper with Register A.

The accuracy of the sorting by sex and religion, and consequently of Register A, being essential to the success of compilation, a special set of rules was drawn up for sorting. As a check to mistakes in cases where the slips were sorted by the assistant, the columns of Register A had to be filled up by the supervisor himself, after he had checked them. The slips of each kind (sex and religion) in each block had to be tied separately and the total number noted on the back of the packet. This is an important proviso as comparison with the figures in Register A makes it possible to localize any discrepancy. The supervisor had to satisfy himself of the correctness of the number and see that no slip of a different kind was mixed up in the bundle, and then made the proper entry in Register A. If, when the enumeration books were made over to the record-room, so many mistakes were detected as to make a revision of the sorting necessary, the books of the whole charge with the slips were made over to a special sorter for revision, and his pay was met from deductions made from the allowance granted to the supervisor if he belonged to the permanent staff, or from his pay if he was not of the permanent staff, while the assistant, if found to be unfit for sorting, was to be discharged.

On receipt of the slips from the supervisors, the record-keeper had to compare the entries on the labels covering each packet with the entries in Register A, and check the latter arithmetically (1) by verifying the addition and (2) by comparing the totals of the columns with one another, viz., the totals of columns 8 and 9 with column 10, of columns 11, 13, etc., with column 8, and of columns 12, 14, etc., with column 9. Discrepancies had to be reconciled and one at least of the bundles of slips for the circle (*e.g.*, Hindu males, Muhammadan females, etc.) counted by him, the number of slips for each block in this bundle being compared with that entered in Register A.

THE RECORD-KEEPER.

110. The other duties of the record-keeper are described in Article 9, Chapter I. of the Code—parenthetically, it may be stated that they should also be described in the slip-copying rules. Briefly, he has (1) to receive enumeration books, compare them with the circle lists and arrange them, (2) to issue enumeration books and slips to supervisors and (3) to take back books and sorted slips, check them and test the numerical accuracy of Register A. This work, if properly done, is enough for one man in a small district and is more than one man's work in a large district. It was therefore laid down that during the first week or two the record-keeper might have one or two assistants to help him, and that after the enumeration books had been received, examined and arranged, he should work unaided if the number of gangs of copyists did not exceed five, but might have one assistant for every additional five gangs.

In the later stages, when the record-keeper has to check the sorted slips, it seems desirable that the record-room establishment should be strengthened by the addition of some comparers, so that the thorough accuracy of Register A may be ensured before the slips are sent to the central office. The more packets that are tested and compared with Register A, the better. Such checking has a salutary effect on supervisors, who have to correct the mistakes they make, *e.g.*, mixing up of the slips for males and females, Hindus and Muhammadans, etc., not to mention the correction of clerical mistakes in the register. I may add that the rule that pigeon-holes should be used in sorting for sex and religion appears to be unnecessary, as sorting on the floor in different heaps takes much less time than placing the slips in different pigeon-holes.

THE SUPERVISOR.

111. District Officers were requested to depute reliable clerks from their offices to work as supervisors, and such men were given a deputation allowance of Rs. 10 a month. It was often difficult to do this owing to the reduction of establishment which had recently been effected in accordance with the recommendations of the

Committee for the Revision of Ministerial Establishments. Altogether, there were two supervisors of the district office establishments to every outsider; in Bhagalpur the whole staff consisted of outsiders. In many cases the clerks who were deputed were of a poor stamp, the less efficient clerks who could most easily be spared by District Officers, being selected for the purpose. At Patna "the majority of the supervisors who came from the District Office were found not only incompetent but also unwilling to work. They had to be relieved and outsiders taken in." At Berhampore again the Deputy Superintendent formed an unfavourable opinion of the clerks deputed from the district office:—"I can understand the necessity of a trained Head Assistant, Accountant and Record-keeper, but I cannot understand why the supervisors should also be taken from the permanent staff. Previous experience of the work they could not have; on the contrary, they did not always like it and took more time to learn it. Besides, the District Officers are not always willing to spare their best men, the result being a huddling together in the census office of men who were pronounced to be failures or nearly so." The Officer in charge of the Monghyr office had a similar experience and reported:—"The supervisors as a whole were found very neglectful and indifferent; with the exception of two men, all showed up very badly, and I had to stop their deputation allowance on more than one occasion. There is not the least doubt that the assistant supervisor in each gang, except two, was the factotum, while the supervisor had rather an easy time. I fear that the best men were not selected from the various offices in which these men worked; only those men whose deputation would not cause dislocation in the working of the offices were apparently selected. I think too much stress cannot be laid on the importance of selecting the best men for the very important posts of supervisor, where smartness in disposal of work and a capacity to supervise a large number of subordinates are essential." In other offices, however, the supervisors drawn from the district office establishment were satisfactory. I take this opportunity to acknowledge the obligations of the Census Department to Mr. W. Egerton, I.C.S., then Collector of Cuttack, and Mr. J. T. Whitty, I.C.S., Collector of Gaya, who deputed a considerable number of men belonging to their offices, who worked satisfactorily throughout both slip-copying and sorting. Personally, I agree with the remarks of the officer in charge of the office at Purnea, except that I would be content to have men drawing less than Rs. 40. He writes:—"The supervisors, in my opinion, should be recruited from the permanent staff drawing at least Rs. 40 per mensem, and the deputation allowance should be increased from Rs. 10 to Rs. 15. In consideration of the hard work the supervisors have to do, the allowance of Rs. 10 is not an attraction for men of the permanent staff. This will no doubt increase the cost of the census, but it will ensure greater accuracy in work. The remuneration fixed for assistant supervisors is not attractive, and it should be raised from Rs. 15 to Rs. 20, which will attract qualified men for the post." I regard the increase of the assistant supervisors' pay as especially important. The responsibility of their work justifies the increase, and it would lead to competition among copyists to secure the post.

SIZE OF GANGS.

112. Ten is undoubtedly a suitable number for a gang of copyists. As a matter of fact, however, few gangs ever have ten men regularly at work. The number at any given date is reduced by sickness and desertions, by casual absences (due in particular to the marriage season taking place when copying is going on) and by the necessity of detaching men to assist in checking slips or to work in the record-room as comparers. In order that gangs may be kept up to strength, 12 men should be employed at the start. There would thus be a margin, and the gangs would really, and not nominally, consist of ten men. There is this further advantage in having a strength of 12 men at the outset, that later, when the outturn increases, and the supervisor and his assistant are trying to keep checking and sorting up to date, a man can be spared to work as an additional comparer. It is extremely important that the checking should not fall into arrears; otherwise, the copyists cannot be supplied with enumeration books sufficiently fast owing to the supervisors being engaged in checking.

It was impossible in most offices to observe the rule that the enumeration books should be issued for a charge at a time, and that the supervisors should return the copied slips together with the enumeration books of a charge within a day of their taking the enumeration books of another charge. On the whole, it seems desirable that when the standard of 500 is reached, there should be one comparer for each two gangs and, when it is exceeded, one for each gang.

It may be added that in central offices the scale of 50 men per million of the population has to be exceeded. More sorters are required than copyists, and the Deputy Superintendent should have a supply of trained men ready to start sorting concurrently with slip-copying. The necessity of having a large staff ready for sorting is well explained by the Deputy Superintendent of Census at Chinsura :—"The officer in charge of a central office has only a staff of slip-copyists who have gained a knowledge of the slip-system to draw from when the sorting stage arrives; and the larger that staff, the easier it will be for him to start sorting at an early date. Within six weeks, copied slips thrice the number he is himself copying begin to pour in from the districts for the sorting stage, when he has not finished even his own slip-copying. It is true sorters are taken from among copyists who have worked in other districts in the division; but the inducement (Rs. 2 extra pay) offered is not sufficient to draw many men to an unknown place away from their homes and friends, and perhaps with more unhealthy surroundings than they have been accustomed to live in."

REGISTERS.

113. This portion of the chapter may be brought to a close by a few suggestions about the registers. The first is that a column should be added to Register A to show the number of occupied houses. This column can easily be filled in from the enumerators' books, and would provide information of value for the village tables. It would of course have to be seen that the totals agree with those in the charge and circle summaries. Secondly, the heading of the remarks column should be altered to "Boat blocks, train and station enumeration, and travellers by road," and instructions given that a note is to be made in it when any such blocks are entered in column 1. The preparation of the village tables, in which such blocks have to be shown, would be facilitated by this addition; without such a clue, it is difficult to trace out the entries in column 1. Lastly, a simple summary of the weekly work done by each copyist might be kept in the following form :—

Weekly register of work of copyists.

Serial number of copyist.	Name of copyist.	Number of days worked.	Number of slips copied.	Daily average.	REMARKS.
1	2	3	4	5	6

This register was used by the officer in charge of the Birbhum office, who points out that it facilitates the compiling of the weekly summary and also shows at a glance the work done by copyists from day to day, so that any slackness is at once brought to notice.

It is superfluous to add that the earlier the first four columns of Register A are filled up, the better. In fact this portion of the register should be ready before slip-copying begins, so that there may be no delay in getting copying started. No separate establishment was allowed for the purpose, and in some districts, where central offices were established, the register was left to the Deputy Superintendents to prepare. It is extremely important that these four columns should be perfectly accurate, and it would be well if

a few men were specially employed beforehand in writing them up. For this purpose three or four of those who are to serve as supervisors or assistant supervisors might be engaged in each district a full week before the slip-copying offices open.

C.—SORTING.

114. The slips for each thana or town were sent to the central office concerned (with the portion of Register A relating to them) as soon as possible after they had been received from the supervisors and examined by the record-keeper. The schedules, however, were kept in the district office, so that they might be available for reference if required. The object of sending in the slips by instalments is that sorting may be started gradually and without the confusion that is inevitable if the central office receives millions of slips at the same time.

MAKING UP BOXES.

115. On receipt in the central office, the slips were arranged in boxes in the following manner :—Each sorter had two boxes, containing between them 25,000 to 30,000 slips, in each of which there were slips of the same category, *e.g.*, Hindu males or Hindu females. If, however, the slips of that particular kind were not numerous enough to fill a box, other kinds of slips might be placed in it, but those of each kind had to be kept in separate cloth bundles. It was further prescribed, in order to prevent any mixing up of the slips, that after all the slips of any particular kind had been taken out of the box and sorted, they had to be carefully wrapped up again in the cloth and replaced in the box before the slips of another kind were taken out. While the average number of slips in the two boxes was 25,000 to 30,000, a smaller number was allowed in the case of towns where the entries on the slips are much more varied, and consequently take longer to sort. Also, when slips were received late from district slip-copying offices, they were made up into smaller boxes (containing 15,000 to 20,000), so that the work might proceed *pari passu*. As a general rule, the sorters dealing with towns can have two-thirds as many slips as those dealing with rural areas. In some cases, where the slips for any thana or town were considerably below the average, a sorter was given a third box containing slips for another thana or town. So far as possible, the slips of a thana or town should be dealt with by sorters belonging to the same gang, so as to avoid the delay and confusion incidental to Register A being transferred from one supervisor to another.

116. The unit for sorting was the thana or town, *i.e.*, slips for different thanas or towns were never kept in the same box. An exception was made in the case of the Orissa Feudatory States where the unit was the State, for the non-police areas in the Sonthal Parganas where it was the charge, and for Calcutta where it was the ward. The thana, it may be explained, is the revenue thana, and not the police-station : to have had boxes arranged by police-stations would have increased the number of units unnecessarily, and consequently the number of entries to be made in the compilation register. Another exception to this rule was that (except in the case of cities) the bundles of slips for (1) Christians and (2) each of the minor religions classified as Others, such as Sikhs, Jains, Brahmos and Aryas, were thrown together for the whole district, *i.e.*, there was one box or more of them for the whole district, and not for the thana or group of circles. At the same time the slips for the minor religions were not grouped together as Others, but each kind was kept separately. In Ranchi, however, the slips for Christians were arranged by thanas, and this procedure should be followed at any future census owing to the very large number of Christians in that district.

COUNTING THE SLIPS.

117. The sorters had to count the slips allotted to them, and compare the number of slips in each circle with the entries in Register A. The supervisors were authorized to correct mistakes of the following kinds :—(1) Obvious mis-postings, *e.g.*, when slips for Hindus were shown in the columns for Muhammadans, or the figures for males were entered in the columns for females ; (2) errors in sorting when

the total was not affected, *e.g.*, when two males were in excess and two females were in deficiency: in such a case it could be assumed that the female slips would be found in the bundle for males, and Register A could be corrected accordingly; (3) when the actual number of slips was greater than that shown in Register A by 20 or less in a circle: in such cases the slips were taken as correct, and Register A revised accordingly. When the number of slips was less than that shown in Register A, the deficit being probably due to some slips having been lost, the fact was reported to the Deputy Superintendent, who was instructed to act as follows. When the deficiency did not exceed ten slips in a circle, it might be made good by copying new slips of the same sex and religion, *e.g.*, if two slips for Hindu males were found short, two new slips might be copied from two slips of the same class in the packet and added to it in place of the missing slips. This procedure was only followed when there was a net deficit in the slips for the circle: excess in the slips for some blocks and deficits in others (due to some of the slips being in the wrong block packets) often counterbalance one another, and no such action is then necessary. In all cases not covered by these provisions, reference was made to the District Magistrate concerned, who was asked to reconcile the discrepancies by referring to the original enumeration books.

118. After the counting had been completed, discrepancies reconciled and necessary corrections made in Register A, the latter was totalled.

Special care should be taken to see that the counting is absolutely correct. On this account it is expedient not to fix too large a number as the standard to be reached by each sorter, for there is a risk that in trying to reach a high standard, he may do the work perfunctorily and neglect to inform the supervisor of discrepancies. Sorters should also be particularly instructed to keep a look-out for slips that are misplaced in the circle bundles, viz., slips for males that are mixed with those for females and *vice versâ*; otherwise, the mistake is not detected till the slips are sorted for a table. All this takes time, if it is done thoroughly; but it is worth a little delay in the beginning to ensure the accuracy of Register A, besides which it saves trouble in the long run. At this census the number of slips which each man had to count was 8,000: the minimum might be reduced to 5,000.

ORDER OF THE TABLES.

119. The figures for Tables I to IV were obtained from Register A, and also the figures of Tables V and VI for all religions, except the minor religions designated Others. In the Census Code it was laid down that the figures required for Table V should be taken from Register A, and that Table VI should be prepared from the totals shown in the abstract of Register A. This, however, was found impossible in the case of such religions as Arya, Jain, Brahmo, etc., as they were lumped together under the heading of "Others" in Register A and the abstract of that register. It was therefore necessary to sort for each of these religions separately. Tables XII and XII-A were prepared from the special infirmity slips, and could therefore be taken up separately. So also could Tables XVII and XVIII for which the Christian slips had to be sorted. These were made over to a special set of sorters, and prepared as fast as possible without waiting for the other tables. The remainder were prepared from the general slips, and were sorted in the order shown in the margin. The reason for taking Table VII first was explained as follows by the Census Commissioner:—"Table VII is more complicated than some of the later tables, but it is necessary to commence with it so as to enable compilation to be taken up and completed without delay. It is desired to send the final Table VII for the different provinces at a very early date to the actuary who will review the figures, so that his conclusions may be available, if possible, in time for incorporation not only in the Imperial but also in the Provincial Census Reports." This hope was not fulfilled, as the actuary's conclusions have not yet been received, and no advantage was therefore actually obtained in taking the table first. On the other hand, it led to

Serial No.	Table.
1	VII
2	VIII
3	XI
4	X
5	XIII
6	IX
7	XIV
8	XVI
9	XV

disorganization in the central offices, for the work involved is heavy, dull and monotonous. The sorters found that the sorting gave them physical pain, and the strain was too heavy to men unaccustomed to sorting. Instructions were issued recommending a device (discovered by the Deputy Superintendent of Census at Cuttack) by which they might obtain some relief. This was, briefly, that the pigeon holes should be raised a little above the ground and placed in a slanting position, while the sorters sat on a box in front and rested the left hand on the knee close to the pigeon holes. In spite of this, the arduous nature of the sorting caused great discontent; there was a general feeling that the work was too hard and not sufficiently remunerative, and desertions were general. It is not too much to say that the sorting of this table first of all endangered the success of the census work, and prevented it being as expeditious as it might otherwise have been.

I am of opinion that, in the interests of the census, the order of tables should be changed. It would be preferable on many accounts to begin with Table XIII, as its early preparation not only enables mistakes in the writing up or choice of slips to be detected, but also gives time for the numerous inquiries about castes which are necessary. It is, however, far too complicated a table to take up first of all, and I would therefore select Table XI. This is a comparatively easy table, and there is some human interest to the sorters in dealing with different districts. It is also very useful to have it completed at an early date, so as to institute enquiries about the movements of the people from one district to another. This table might be followed by Table X and then by Table XIII, these being also tables about which enquiries are specially necessary. Then Tables IX, XIV, XVI, VII, VIII and XV might be taken up in the order mentioned. After Table XIII there is no need to keep the caste bundles intact, except for those castes which have been selected for Tables IX, XIV and XVI, and all the rest can be thrown together.

THE VILLAGE TABLES.

120. The village tables were prepared in the central offices as soon as the slips had been passed for sorting and the boxes of slips made up. They were written up in English, the men who copied them out being paid Rs. 13 to Rs. 15 a month. As a standard of outturn, it was laid down that each should copy and compare tables for 4,500 mauzas in a month. The tables were prefixed by an index showing the pages on which the mauzas of each thana (or villages, where the mauza was not the unit) would be found. As a minor point, it would be better to lay down that these tables should be begun as soon as Register A has been finally totalled.

The form adopted for the village tables is suitable, but at a future census in Bihar and Orissa the heading "Buddhists" can be omitted, and the figures for them lumped together under Others. Also, in accordance with what has already been laid above, a column should be added to show the number of occupied houses in each village and mauza, and there should be a column at the end in which a note should be made of boat-blocks, train and station enumeration and travellers by road. Without this latter column it is difficult to extract the information required for the last column of Table III. It should further be stipulated, as was done on this occasion, that whenever the figures for residential villages and hamlets are available, they should be entered and a total struck for the mauza in red ink. The mauza figures are all that is required for census purposes, but it is of advantage to District Officers for chaukidari and other purposes to have the population of each inhabited village and hamlet entered. In many cases this may not be possible, as the schedules may give no clue to the residential villages as distinct from the mauza, but where it is possible the pouplation of each residential village should be entered.

GENERAL SYSTEM OF CHECK.

121. The supervisors went from sorter to sorter, while they were engaged in sorting, and examined the slips placed in the pigeon-holes or grouped together in heaps on the mats. When the sorting of one box was finished, the supervisor checked it, while the sorter was engaged with the second. If mistakes were found, the sorter had to resort the box or part of it; if there was evidence

of fudging the whole box was resorted by another man and the original sorter was punished, *e.g.*, by receiving no pay for the table in question, or by dismissal. The inspectors also checked the slips and had to pass them before they were submitted to the Deputy Superintendent. Reference was also made to the latter in the case of doubtful entries.

TESTING BY SUPERVISORS.

122. The general instructions regarding testing which are contained in the Code were supplemented by rules which made it necessary for 25 per cent. of the work to be checked. The main points of these rules (which were perhaps almost too elaborate) were as follows. In the first place each supervisor had to examine 15 per cent. of the slips in the pigeon-holes while sorting was going on to see that they were being correctly sorted. In addition to this, he had to check 10 per cent. of the slips of each category after they had been sorted, *e.g.*, in the case of Table VII, 10 per cent. of slips of each age period and civil condition, and in the case of Table VIII, 10 per cent. of the illiterate and literate of each age period. This check was not deferred till the sorting for a table was finally completed, but was applied during sorting for those slips that had been sorted, while others still remained unsorted. For instance. the heaps of slips for the illiterate (Table VIII) could be examined at any time to see if any literate slips had inadvertently been left among them. In the same way, for Table XI the slips for those born in the district could be tested while the sorter was sorting the slips for those born elsewhere, and the slips for those born in adjoining districts could be tested while the remaining slips are sorted.

The supervisor had also to check 10 per cent. of the counting, the entries in the sorters' ticket being verified by counting the number of bundles of 100 and the number of slips in any bundle with less than 100. If mistakes were found, an additional 10 per cent. was checked. If the total number of mistakes found either in sorting or in counting exceeded one in every two bundles checked, the slips were returned to the sorter for re-examination.

TESTING BY INSPECTORS.

123. Each inspector checked 3 per cent. both in counting and sorting, and, if mistakes were found, had to check another 3 per cent. If in this additional check further mistakes were found, he had 10 per cent. more checked by the supervisor concerned in his presence. If the total number of mistakes found exceeded one in every two bundles checked, the sorter was ordered to resort. Besides this, he checked the totals of at least one column of the sorter's tickets and verified the number of bundles of 100 and bundles of odd numbers of slips with each entry in the sorter's tickets, being especially careful to see whether the bundles contained slips of the description entered in the ticket. The inspectors had also to apply some general tests, which need not be recapitulated here. These were kept confidential to prevent the sorters and supervisors knowing and dodging the tests applied. Each inspector had a note-book in the following form. in which he noted the results of his work. These note-books proved very useful, as they were put up daily to the Deputy Superintendent, who at the same time scrutinized the tickets and passed final orders :—

Date.	Gang number and box number.	Name of sorter	Table.	Number of slips checked	Number and nature of mistakes found.	Explanation of the supervisors.	Deputy Superintendent's orders.	REMARKS
1	2	3	4	5	6	7	8	9

Note-books or registers of doubtful entries were also kept by the Inspectors and Supervisors, and put up to the Deputy Superintendent for orders about their classification. The Code does not emphasize the need of prompt classification, which is therefore apt to be delayed. It should, however, be regarded as part of the Deputy Superintendent's daily work.

TESTING IN THE RECORD-ROOM.

124. One of the most efficacious methods of testing was found to be that carried out in the record-room, as it enabled the Deputy Superintendent to exercise adequate control over the work of both supervisors and inspectors. For this purpose a special gang of sorters was kept in the record-room, and boxes were taken there at random after the supervisors had passed the sorting. For Tables VII—XI the following points were specially seen to. For Table VII the slips for females, and particularly unmarried females, over 20 years of age were examined to see if the sorting by civil condition was accurate. For Table VIII the illiterate slips were examined to make sure that no literate slips were among them. For Table IX the slips not sorted among the selected castes, and for Tables X and XI the slips for persons born in the district and speaking the district language, were scrutinized. As a general rule, it was laid down that each inspector should send at least one box daily to the record-room, and that 20 or 25 per cent. of the slips in it should be tested there, besides those boxes which had to be re-sorted because of suspicion as to the correctness of the sorting.

TESTING BY THE DEPUTY SUPERINTENDENT.

125. The Deputy Superintendent himself had to apply certain general tests, *e.g.*, (1) comparing the number of males and females, (2) comparing the figures with those of the last census and (3) examining the figures with reference to their intrinsic probability or improbability. In the case of individual tickets, however, it is impossible to apply the second and it is, in some cases, difficult to apply the third test. The best plan seem to be to issue the compilation registers of this census to the Deputy Superintendents for use in checking the figures. They will then see exactly what figures were returned for each thana, and a rough calculation (*e.g.*, of the proportion the slips in the box to the total of the thana) will show what figures can approximately be expected for each box.

The Deputy Superintendents should take care that the tickets are put up to them either after they are passed by the inspectors and supervisors or as soon as possible after they are received in the record-room. They should then glance through them for obvious fudges and mistakes. It is wonderful how quickly these can be detected after a little practice, and a prompt order for re-sorting has a most salutary effect. The comparison of the male and female tickets in particular ensures the easy detection of fudging. The Deputy Superintendent has not time for a detailed comparison of the sex figures, and this has to be done in the record-room. For this purpose there must be a strong and reliable record room staff, as it is one of the most important and efficacious of all the checks. The special points requiring attention are as follows :—

(1) *Tables VIII and IX.*—The males and females should be compared to see that the female literates do not exceed the males.

(2) *Tables X and XI.*—Male and female tickets should be compared to see that females speaking languages other than the vernacular, or females born outside the district, do not exceed the males. It may sometimes happen that this is really the case, but it is the exception.

(3) *Table XIII.*—Males and females should be compared throughout as a check against not only fudging, but also against unauthorized classifications.

(4) *Table XV.*—Five or six of the principal occupations of males and females should be compared in the case of each sorter's ticket, and the columns for female workers and dependants examined to see that there is no improbable entry.

(5) *Tables IX. XIV and XVI.*—The tickets should be compared to see that the totals agree.

126. In conclusion, I desire to express my concurrence with the recommendation made by Mr. Gait in 1901 that each Deputy Superintendent should have a special assistant under him. The Deputy Superintendent in charge of the Patna office received valuable aid from Maulvi Muhammad Mabul Alam,

Sub-Deputy Collector in the Patna city subdivision, who volunteered to assist in the work of supervision during his leisure hours. If other Deputy Superintendents had had similar help, not only would the burden of work would have been lightened, but more thorough checking would have been possible, and compilation could have been begun earlier and finished more quickly. As sorting and compilation take place when the settlement field season is over, it might be possible for Government to spare a few Sub-Deputy Collectors for the purpose. Extra cost to the Census Department would of course be entailed by deputation allowances, but this should be recouped by the saving of time effected.

PAY OF SORTERS AND STANDARD TASKS.

127. The rates of pay of the sorters depended on the outturn, and the standard tasks were so arranged as to give them an increase of Rs. 2 over what copyists received in the central offices. In other words, the standards were such that average sorters would receive Rs. 12 where copyists had been paid Rs. 10 a month (or at the rate of 5 pice per 100 slips), while they would get Rs. 14 where copyists had been paid Rs. 12 a month (or at the rate of six pice per 100 slips). The number of slips to be sorted for each table was decided after it had been seen what an average honest worker could do in a day, and pay rose or fell below the average rate according as the outturn was above or below the standard. During the first week, however, in order to avoid discontent and desertions, the sorters were paid the full pay sanctioned for each office (Rs. 12 or Rs. 14 a month as the case might be) without deductions for short outturn ; the first half of this week is taken up with counting the slips and other preliminary work, and in the second half progress is necessarily slow owing to sorting being new to the sorters. After the first week, the piece-work system was followed. Needless to say, conditions vary from district to district and according to the slips dealt with, *e.g.*, town areas are more difficult to sort than rural areas ; for Table VIII more female slips can be sorted than male slips, because female literates are few ; for Table XI an industrial district receiving numerous immigrants is harder than a purely agricultural district, etc. The rates actually sanctioned for rural areas are shown in the following statement, in which also are entered the rates that the Deputy Superintendents at Cuttack and Gaya consider, as the result of their experience, to represent a fair average daily outturn :—

	VII.	VIII.	IX.	X.	XI.
Hooghly	4,000	M. 9,000 F. 15,000	M. 9,000 F. 15,000	20,000	4,000 to 15,000
Calcutta and Howrah City ...	*id.*	*id*	*id.*	*15,000*	*3,000*
Berhampore	3,000 to 4,000	H. M. 8,000 H. F. 15,000 Mn. M. 12,000 Mn. F. 15,000	H. 3,000 Mn. 4,000	12,000	H. M. 8,000 H. F. 10,000 Mn. M. 12,000 Mn. F. 13,000
Bhagalpur	4,000	12,000	7,000	30,000 A. 15,000	11,000
Cuttack (actual)	4,000	M. 10,000 F. 15,000	8,000	20,000	10,000
id. (recommended)	*3,500*	*M. 10,000* *F. 13,000*	*id.*	*17,000*	*id.*
Gaya (actual)	3,500	M. 10,000 F. 12,000	4,000	10,000	10,000
id. (recommended)	*id.*	*15,000*	*12,000*[2]	*15,000*	*15,000*
Patna	4,000	M. 9,000 F. 15,000	H. M. 4,000 H. F. 5,000 Mn. M. 5,000 Mn. F. 6,000	11,000	11,000
Hazaribagh	3,000	M. 9,000 F. 12,500	3,000	14,000	10,000

M. indicates male, F. female, H. Hindu, Mn. Musalmans, and A. Animist.
[2] Both literates and illiterates.

	XIII.	XIV.	XV.	XVI.
Hooghly	H. 4,000 Mu. 12,500	H. 4,000 Mu. 12,500	H. M. 3,000 H. F. 3,500 Mu. M. 4 000 Mu. F. 4,500	H. M. 2,000 H. F. 2,500 Mu. M. 4 000 Mu. F. 4,500
Calcutta and Howrah City ...	H. 4,000 Mu. 15,000	H. 4,000 Mu. 15,000	H. 1,500 Mu. 2,000	H. 2,000 Mu. 3,000
Berhampore	H. 4,000 Mu. 12,000	4,000	H. M. 3,000 H. F. 3,500 Mu. M. 4,000 Mu. F. 4,500	H. M. 2,000 H. F. 2,500 Mu. M. 4,000 Mu. F. 4,000
Bhagalpur	H. 4,000 Mu. 12,000	3,000 to 4,000	3,000	H. M. 3,000 H. F. 3,500 Mu. M. 4,000 Mu. F. 4,500
Cuttack (actual)	4,000	3,000	2,500	2,500
Id. (recommended)	*Id.*	*3,500*	*Id.*	*3,500*
Gaya (actual)	4,000	4,000	3,000	4,000
Id. (recommended)	*Id.*	*Id.*	*Id.*	*Id.*
Patna	H. 4,000 Mu. 8,000	4,000	2,000	M. 2,000 F. 2 500
Hazaribagh	H. 4,000 Mu. 12,000	4,000	H. M. 3,000 H. F. 3,500 Mu. M. 4,000 Mu. F. 4,500	H. M. 2,500 H. F. 3 000 Mu. M. 3,000 Mu. F. 3,500

M. indicates male, F. female, H. Hindu, Mu. Musalman and A. Animist.

The number of slips for Tables XII, XIIA, XVII and XVIII are, as a rule, few (except in a district like Ranchi where Christian slips are numerous), and it appears to be unnecessary to fix any rates for them. Specially selected sorters should be employed for these tables and given a monthly rate of pay, which may be a little above the average for the office. Similarly, it saves a lot of trouble if no special rates are fixed for towns, but selected sorters on fixed monthly wages deal with the boxes containing their slips.

SORTERS' TICKETS.

128. The rules for sorters were printed on the backs of the tickets in English, but as most of the sorters did not understand English, this device proved of little use. It was generally agreed that they should have been in the vernacular. In the Cuttack, Bhagalpur, Patna, Gaya and Hazaribagh offices vernacular tickets were used for Tables XV and XVI, the rules being somewhat complex and difficult for the ordinary sorter to understand.

In all the sorters' tickets there might be a heading for the box total with which the total shown at the foot must of course agree; and in those for Tables IX, XIV and XVI a column should be added showing the total strength of the caste. These additions would prove of considerable value in checking.

NOTES ON THE TABLES.

129. *Table V.*—The figures required for this table were taken from Register A, except those for minor religions which were not entered separately but grouped under the head of "Others". A note was therefore made of the figures for the religions included in "Others" for each town before the slips were thrown together. If, however, the slips had already been thrown together before the table was compiled, those for towns were picked out with reference to the distinguishing number on them and the necessary information noted. This was easy enough, as the total number of "Others" slips in a district is usually very small. A list showing the towns in each district, with their charge numbers, was sent to each central office beforehand, so that the Deputy Superintendent might know for what localities separate boxes had to be made up and figures reported.

130. *Table VII.*—*There is nothing to remark about this table except* that the rule, contained in the Code, that the sorter should first sort by religion the bundles of slips marked "Others" is superfluous, as it was already laid down that the slips for each of these religions should be kept separate.

Special Age Return.—A special return was prepared for 200,000 of each sex showing the number of each year of age (0, 1, 2, 3, etc.). The number

was distributed between the offices at Berhampore, Cuttack, Gaya and Hazaribagh (representing Bengal, Orissa, Bihar and Chota Nagpur); at each of which slips for boxes containing 100,000 persons (50,000 of each sex) were sorted. All that was necessary was to sort for each year of age and enter the number on special forms provided for the purpose. It was directed that this sorting should be done before the sorting for Table VII begins, because it is simple and affords good training, and also because it facilitates the sorting for Table VII. When it is completed, the slips of the boxes concerned are ready sorted for the age periods 0, 1, 2, 3 and 4, and it is merely necessary to bring together the slips for the other periods, *e.g.*, 5, 6, 7, 8 and 9 for the period 5-9, and so on. Though details of religion are not required for the special return, it is convenient to sort separately for each religion, as the bundles are arranged by religions and details for different religions are required for Table VII.

131. *Table VIII.*—A modified system of sorting (first used by the Deputy Superintendent of Census, Berhampore) was adopted for this table which reduced the sorting for Table X considerably. The sorter, who has in any case to place all the slips for the illiterate in a heap on his mat, was instructed when doing so, to arrange them in three heaps, viz., (1) illiterate persons born in the district who speak the language of the district, (2) illiterate persons born in the district who speak other languages and (3) illiterate persons born in other districts. The sorter had simply to count the number in the first two heaps and to sort the slips of the third heap according to districts, besides of course sorting the literate slips.

In thanas where there was a decrease in the number of literates, the figures were worked out on the tick-system, and the result compared with the figures already obtained. The work was done by a few selected men, the books for a complete circle being issued at one time and the results noted in an abstraction sheet.

132. *Table IX.*—The checking of the sorting for Table IX is most effective if the inspectors and supervisors first of all go through the packets of illiterate slips for castes in which literacy is most likely to be found, such as Kayasths, Karans, Brahmans, etc. If literate slips are found among the illiterate slips for these castes, it will be a sure sign that the sorting has been carelessly done and resorting should be ordered.

133. *Table XI.*—In the case of vague entries, every endeavour was made to ascertain what are the correct entries, by local enquiry, by references to the districts concerned and by consulting the Postal Guide. Failing any clue, there was nothing to do but to make the best possible approximation (1) with reference to the caste, parent-tongue and occupation shown on the slips and (2) other entries of birth districts in the slips for the thana concerned. In the case of immigrants from other Provinces, it was often impossible to find out the birth district and all that could be done was to enter the province of birth: such cases are provided for by a column for "Province—district unspecified."

An alphabetical list of districts and States was circulated to each office, which also had a Postal Guide to trace out any towns or villages that were entered instead of the district of birth. The value of these cannot be overestimated. It was found that the name of the head-quarters of a district (instead of the name of the district) was frequently entered in the schedules and copied into the slips: this was most frequently done in the case of Dumka for the Sonthal Parganas, Arrah for Shahabad and Chapra for Saran, Lohardaga was also sometimes found instead of Ranchi. Instructions were issued to instruct the sorters as to the proper entries, as otherwise they would have repeated the mistakes in the sorters' tickets.

Special return for immigrants.—A special return showing the caste, ages and occupations of immigrants was prepared for Calcutta and the suburbs. The returns for Table X showed the districts from which most immigrants came, and the notes made on the back of the sorters' tickets (in accordance with the footnote to article 9, Chapter III, page 28, of the Code) indicated both the castes which were most strongly represented and the occupations most generally followed. A list of these districts, castes and occupations

was distributed between the offices at Berhampore, Cuttack, Gaya and Hazaribagh (representing Bengal, Orissa, Bihar and Chota Nagpur), at each of which slips for boxes containing 100,000 persons (50,000 of each sex) were sorted. All that was necessary was to sort for each year of age and enter the number on special forms provided for the purpose. It was decided that this sorting should be done before the sorting for Table VII began because it is simple and affords good training, and also because it facilitates the sorting for Table VII. When it is completed, the slips for boxes concerned are ready sorted for the age periods 0, 1, 2, 3 and 4, it is merely necessary to bring together the slips for the other periods, e.g., 7, 8 and 9 for the period 5-9, and so on. Though details of religion are required for the special return, it is convenient to sort separately by religion, as the bundles are arranged by religions and details by religions are required for Table VII.

131. *Table VIII.*—A modified system of sorting (first used by the Superintendent of Census, Berhampore) was adopted for this table and reduced the sorting for Table X considerably. The sorter, who has in each case to place all the slips for the illiterate in a heap on his mat, is required when doing so, to arrange them in three heaps, viz., (1) illiterates born in the district who speak the language of the district, (2) persons born in the district who speak other languages and (3) persons born in other districts. The sorter had simply to count the slips in the first two heaps and to sort the slips of the third heap into districts, besides of course sorting the literate slips.

In thanas where there was a decrease in the number, the figures were worked out on the tick-system, and the results compared with figures already obtained. The work was done by a number of books for a complete circle being issued at one time and the totals entered in an abstraction sheet.

132. *Table IX.*—The checking of the sorting was made effective if the inspectors and supervisors first of all sorted the illiterate slips for castes in which literacy is most common, such as Kayasths, Karans, Brahmans, etc. If literate slips are found in the illiterate slips for these castes, it will be a sure sign that the sorting has been carelessly done and resorting should be ordered.

133. *Table XI.*—In the case of vague entries, an attempt was made to ascertain what are the correct entries by reference to the districts concerned and by consulting the Census Atlas. If there was any clue, there was nothing to do but to tabulate the information (1) with reference to the caste, tribe, etc., as recorded on the slips and (2) other entries of birth-place for the districts concerned. In the case of immigrants, where it was found impossible to find out the birth district, they were shown to enter the province of birth; such cases were shown as "Province—district unspecified."

slips in the pigeon holes indicating the occupations selected were resorted by caste and birthplace.

138. *Table XVII.*—In order to facilitate the classification of vague entries, a list was prepared from the reports obtained from District Officers before the census showing the Missions at work in each district, the villages in which their converts resided and the number resident in each. This was circulated to the Deputy Superintendents and proved useful in determining the real sect of those who were returned simply as Native Christian, Protestant, etc. Separate returns were prepared of those who were classified under the head "Minor Protestant Denominations," and also of the entries for those who came within the category indefinite beliefs.

139. *Table XVIII.*—In sorting for this table the definition of European British subjects must be clearly understood and followed, viz., that they are Europeans born in Great Britain or a British colony or dependency. Otherwise, the sorter is apt not to look at the birthplace, but put such slips in the pigeon-hole reserved for "Other Europeans." The definition should be printed on the tickets, and instructions given that the slips for "Other Europeans" are to be carefully examined to see that no European British subjects are included among them.

Special return for European British subjects.—A special return was prepared for European British subjects born in the British Isles showing their age by annual age periods. The slips for them were first sorted by birthplace for (1) England and Wales, (2) Scotland and (3) Ireland, and then for age. Before sorting begins, great care has, of course, to be taken that the slips for European British subjects are complete and that none have been sorted with "Other Europeans". After it is completed the returns should be checked with the entries for the British Isles on Christian tickets for Table XI.

140. *Provincial Table II.*—The prescribed form of this table contemplated the compilation of figures for literates of all religions by thanas. It was not, however, possible to obtain thana figures of literacy for Christians, nor for the members of the minor religions classed as Others, without sorting them by thanas for Tables VII and VIII, whereas under the rules they had to be thrown together for the whole district. The Census Commissioner therefore allowed the figures for Christians and Others to be excluded. In Eastern Bengal the age classification was abandoned, and only the number of literate persons belonging to each of the main religions was given.

141. *Tables IX, XIV and XVI.*—The principle adopted in 1901 in selecting the castes to be included in Tables IX, XIV and XVI in which caste is connected with (1) education, (2) marriage and (3) occupation was to take all castes with a total strength of over a million, but only in districts where their number was not less than 10,000. A certain number of other castes (functional) and aboriginal tribes were also included for districts where they numbered over 10,000 and some Nepalese castes irrespective of their numbers. The castes selected at this census were those which contributed 2 per mille or more to the population of the province, with the addition of certain other castes which were dealt with in 1901 and which it seemed desirable to add for special reasons.

My successor may find a few suggestions about these tables useful. In the first place, it is essential that each office should be provided with a list mentioning specifically the different districts for which the castes have to be sorted. Each office should have the same list of synonyms as is used for Table XIII, and sort slips containing the synonyms together with those containing the caste name, ignoring all that are not absolutely synonymous. The items on the tickets for each table should be carefully checked with those for the other two tables and also with those for Table XIII to see that there is no discrepancy. It is true that the strength of a caste shown in these tables does not necessarily correspond with that shown in Table XIII, as the latter includes figures added in the course of classification (*e.g.*, Table XIII includes under the head Bagdi the figures for Manjhi, Matia, Tentulia etc.), whereas Tables IX, XIV and XVI do not; but as a rule there is not much difference.

142. *Checking of Tables XV and XVI.*—Tables XV and XVI being exceptionally difficult, and there being particular risk of fudging, it is desirable to lay down special rules for checking. Where there are numerous entries of any occupation, the slips for it should be examined, and special care must be taken to see that they are properly sorted for the groups of agriculturists, Others and dependants. The following rule which were drawn up for the use of inspectors in the Cuttack office might be adopted at another census with the modifications mentioned in the footnote.

"*Table XV.*—The inspector should first go through all the items in the sorters' tickets and see if there is any improbability, *e.g.*, miners shown in a district where there is no mine,[1] shipowners shown in an inland district, no entries of pensioners or zemindars though the sorter's ticket relates to a town. A comparison with the sorters' tickets for Table XVI will also be useful as regards some occupations, *e.g.*, if 100 persons are shown against Kumhar in the sorters' tickets for Table XVI as following the traditional occupation, the total of the figures against potter, earthenware makers, brickmakers and tile-makers should be at least 100. Similarly if 95 Dhobas be shown in Table XVI as following their traditional occupation, the number of persons following the occupation of washerman must be at least 95; if it exceeds it all, the excess should be small, as in the past none but Hindu Dhobas washed clothes. Then, a portion of the slips for the most numerous occupations, *viz.*, rent-payers and cultivators, should be checked, for there is the likelihood of other occupations being left among these; a hundred bundles of slips showing these occupations should also be checked. The slips of other occupations will usually amount to 100.

"*Table XVII.*—In Table XVII there is the danger of the sorters misplacing tickets under the following heads:—

1 Other orders of all kinds, 2 Artisans and 3 Others. The slips for these occupations should be carefully looked to. It will not be difficult to examine all the slips under these heads. Comparison may also be made between Government employés of all kinds and clerks of all kinds not Government. These also are belonging to

"*Table XVI.*—It should be carefully seen whether the entries have been made in the proper columns. The entries in columns 10 to 30 are not many, and in these there is the greatest likelihood of misclassification. It will be possible in most cases to check all the slips noted in these columns, but in any case 50 per cent. of the total slips of each of these columns should be checked. Another point which requires to be carefully seen to is that all the occupations noted on the detailed list of traditional occupations received from the Superintendent have been noted for column 5. Then, the horizontal totals should be checked. The totals of columns 5 to 30 will tally with the figures in column 3. The totals of columns 3 and 4 should also be compared with the figure of that selected caste in Table XIII."

143. In addition to the prescribed registers it is useful to have a register by which the record-room keeper can make sure that he receives all the tickets. This can be in the following form (devised by Babu K. G. Ghosh, Deputy Superintendent of Berhampore).

Register

DISTRICT.

Town	Ward	Sex	Date of receipt	Total slips	Total tickets	VII	VIII	XI	X	XIII	IX	XIV	XV	XVI	XVII	XVIII	XVIII
Town	Ward	Male	1st	1,971	2												
Do.	Do.	Female	1st	1,491	2												
Do.	Do.	Male	1st	1,959	2												
Do.	Do.	Female	1st	1,872	2												

[1] I may add that this is a rule which must be observed with caution. Owing to the mobility of labour many persons now-a-days obtain their livelihood by work in industrial concerns not found in the district in which they are enumerated, *e.g.*, in tea gardens, jute mills, coal mines, docks, etc. The only safe rule in such cases is to refer to the slips.

The record-keeper must get four tickets for each of the tables, and as he receives the tickets he puts a tick in the respective columns. He can thus see at a glance if the tickets of any table for any particular district have been received in the record-room or not, and in the case of non-receipt he can make prompt enquiries.

If this register were kept up, it would be possible to dispense with the rule (paragraph 2 of article 26, Chapter III of the Code) that the supervisor must test and pass all the tickets for a thana before making them over to the record-keeper. The supervisors are apt to plead this rule as an excuse for avoidable delay; and it is obviously better for tickets to come daily into the record-room as soon as they have been passed by the supervisor instead of accumulating and thereby retarding checking. It would be preferable to direct that the tickets for a box are to be sent to the record-room as soon as passed by the supervisor. This will admit of prompt checking, and ensure resorting at an early date if it is necessary.

The prescribed form of Register K was found somewhat inconvenient, as a separate page is allowed for each religion. If therefore a sorter is dealing with the slips of four religions, four pages have to be referred to, in order to see his actual work. A revised form printed across the page, with separate columns for male and female slips, will be found in the bound volume of forms left for my successor. The same volume also contains forms of bills for sorters' wages and weekly progress reports for supervisors and inspectors (adopted in the Patna office), which facilitate the accountant's and head clerk's work.

D.—COMPILATION.

144. Compilation was taken up in the central offices as soon as the sorting for any district table was completed. It is a comparatively simple operation, provided that the sorting has been properly done and thoroughly checked; but when the figures are posted in the registers and compared, discrepancies which had escaped notice are often detected and re-sorting has to be ordered. For this purpose the Deputy Superintendents were allowed a special gang of trained sorters under a supervisor after all the other sorters had been discharged. The compilation registers were written in English, and the compilers, who worked in gangs of six, were paid Rs. 15 a month. There was, however, difficulty in getting men at this pay who were really fit for the work, and it would have been better to fix Rs. 20 so as to have obtained more efficient men. No provision was made for inspectors, but it was found that the appointment of one or two for each office improved the quality of the work: one might perhaps be allowed for every four gangs. The danger of misposting in the numerous columns of the registers is so great, that it is advisable to have a special gang of checkers —say, one for every gang of compilers—working under a special supervisor or inspector, to which the registers should be sent for check after they have been written up by the compilers.

COMPILATION IN CENTRAL OFFICES.

145. At first duplicate sorters' tickets were prepared and sent to the head office in order that the work might be thoroughly tested by dual compilation. As soon as the work of a sorter has been passed by the supervisor, he had to prepare a second ticket, and the duplicate tickets were sent to the head office as soon as all the tickets for the table were complete for a whole district. The checking of these tickets proved useful. The preparation of a double set, however, delays sorting, and I should be inclined to limit them to Tables X, XIII (for Christians, Animists and others only) and XVIII. The examination of tickets for these tables, and the actual compilation of them, would lead to mistakes being detected in good time, and to inquiries being made at an early date on points really requiring investigation.

DUAL COMPILATION.

146. *Table VI.*—This table was prepared as soon as Register A was totalled without waiting for the completion of the sorting of any table. Its accuracy therefore depends on the correctness, first of the sorting by sex and religion in the slip-copying offices, and secondly of the counting of the slips when received in the

NOTES ON THE TABLES.

central offices. In both of these operations mistakes are liable to be made, and besides this there is a chance of the copyists using wrong slips for religion. Some Calcutta copyists, for instance, being ignorant of the distinctions between unfamiliar religions, wrote up some Christian slips for Jews, and some "Others" slips for Armenians. Such mistakes really only come to light during sorting, and on this account it seems desirable to defer the compilation of Table VI till at least one table has been sorted for. If it does not delay the publication of the census unduly, it would be well to wait till the sorting for Table XIII is finished, as it is then that the improbable entries are most easily detected.

The figures for minor religions, having been grouped together in Register A under the head "Others", could not be obtained from it as laid down in the Code. This difficulty was easily got over by taking them from the compilation register for Table VII.

Table VII.—It was suggested in the Code that the entries for the numerically small religions should be compiled before those for the people; and while this practice is advisable and guided to finish one table first, [illegible]

Table X and XI.—The collection of vague and doubtful entries of language was one of the most important features in the compilation of this table. Slips were issued to the local officers by reference to the entries of language and birthplace and where they were notable, as was the case with Arabic and Persian, of Kol birthplaces and Mussalmans of the language of birth. Reports were called for which showed the [illegible] Persian. In Bengal [illegible] Table X as speaking Arabic [illegible] Persian. Table XI showed [illegible] Arabic [illegible] Persian, while [illegible] Arabic or Persian by [illegible] Both terms are to be [illegible] the language. Bihari Hindi [illegible] by immigrants [illegible] Bihar [illegible] given to Urdu, and [illegible] In several cases Santals had their language [illegible] Persian and [illegible] Bengal district some Hindi who came from Shahabad were entered [illegible] Urdu Arabic. In order to secure [illegible] the slips referred to whose mother Arabic or Persian was entered in the mother's column, and the caste and birthplace noted. The entry was of course accepted, if the birthplace was Persia or Arabia, or if the caste or race was Persian or Arab. In other cases—(1) if Arabic or Persian was returned for a Hindu born in India, the language was assumed to be Hindi; (2) if returned for a Muhammadan born in India, the language was assumed to be Urdu; and (3) if returned for an Animist (*e.g.*, Santal), the language was assumed to be the Aryan language (Hindi, Bengali or Oriya) spoken in the district of birth. Inquiries into these and other doubtful entries were made as far as possible during sorting, reference being made to me for orders where necessary, but there was still a great deal of work to be done after the tables had been received in the head office. A note has been left of the classifications, which should be useful at the next census.

Table XIII.—A similar procedure was adopted in the case of vague and doubtful entries of caste, *i.e.*, reference was made to the entries of language, birth-place and occupation, and the local officers were asked to make inquiries when necessary. The caste classification index of last census proved an invaluable work of reference: copies were circulated to the Deputy Superintendents of Census who were thus able to clear up many a doubtful point without much trouble. A similar index has been prepared at this census for the use of the next Superintendent and Deputy Superintendents.

147. A large amount of clerical labour is expended in copying out the names of thanas and the numbers of charges and circles in the first two columns of the register. This might be saved if they are cyclostyled or printed beforehand and pasted in. The arrangement of the headings often also give a lot of trouble, or is

MISCELLANEOUS NOTES

done with an absence of system which renders checking difficult. The best plan is to take the printed lists supplied, *e.g.*, the alphabetical list of districts and States for Table XI, and the list of selected castes for Table XIII, and in the case of Table X to prepare an alphabetical list of languages with the language of the district placed first ; this latter can easily be prepared from Table X as printed in the volume of tables. The tickets can then be gone through, and each entry ticked off in the lists. The ticked-off entries are copied into the headings, after which the entries in the sorters' tickets are copied in the appropriate columns. Too great stress cannot be laid on the importance of having the entries for the females of each religion on the page facing that for males and of having an index to the pages. I had a large amount of unnecessary labour in checking entries owing to the neglect of these rules. The accuracy of compilation would be further ensured, if in every compilation register there is a column for the total, and also a cross heading "Total" at the foot. The absence of the former renders checking very difficult, and its addition would make it easy to localize mistakes, for it would be merely necessary to compare the figures with the box totals.

COMPILATION IN HEAD OFFICE.

148. As soon as the compilation register for any district was ready, it was sent with the sorters' tickets to the head office in Calcutta, where the compilation was systematically checked. Not only were the figures checked arithmetically (both vertically and horizontally), but at first every entry was compared with the corresponding entry in the sorters' tickets. After a time, however, when more registers came in, it was found to be impossible to check every entry in this way and the entries were only compared in a certain percentage of cases.

My successor will find a collection of the intermediate registers and final forms used for the compilation of the Imperial tables in the bound volume of forms under the heading "Final forms." I would recommend to his especial notice the forms for reporting the results of Tables X, XI and XIII. On these forms abstracts of the tables for each district were submitted by the Deputy Superintendents, a separate form being used for each religion and a consolidated abstract being prepared for all religions. I found these abstracts of the greatest use in checking the figures. As soon as they were received, the figures of 1901 were entered in pencil below those for 1911, and a scrutiny of them at once brought to light any improbabilities, after which reference was made to the compilation registers and the original entries on the tickets. If this did not clear up any obvious mistakes, orders were issued to the central office concerned to have the slips restored. A further means of checking was furnished by working out the subsidiary tables required for each chapter of the report as soon as each table was completed for the province and comparing the figures with those given in the corresponding subsidiary tables of 1901. The early preparation of the subsidiary tables is also, I may add, essential, if the report is to be completed in good time, for without them the results of the census cannot be properly elucidated.

STATEMENT I.—COPYING THE SLIPS.

OFFICE.	Population dealt with.	COPYISTS EMPLOYED.		DATE OF—		Average daily outturn per head.
		Maximum.	Average.	Commencement.	Completion.	
1	2	3	4	5	6	7
BURDWAN DIVISION	...	...	...			...
Burdwan	1,538,370	70	57	17th March ...	20th May ...	533
Birbhum	936,034	54	44	17th ,, ...	27th April ...	577
Bankura	1,138,670	60	50	16th ,, ...	3rd May ...	597
Midnapore	1,300,080	70	56	20th ,, ...	10th ,, ...	529
Midnapore (Contai)	619,123	50	28	1st April ...	10th June ...	547
Hooghly Central Office	3,832,655	249	129	23rd March ...	18th ,, ...	416*
Howrah	943,502	50	45	17th ,, ...	13th May ...	587
PRESIDENCY DIVISION	...	...	...			...
Nadia (Krishnagar)	825,753	50	43	16th March ...	29th April ...	501
Do. (Chuadanga)	795,633	52	49	20th ,, ...	29th ,, ...	518
Berhampore Central Office	4,729,359	230	208	14th ,, ...	11th May ...	560
Khulna	1,366,905	60	58	20th ,, ...	17th ,, ...	514
PATNA DIVISION	...	...	...			...
Patna Central Office	1,873,427	140	104	22nd March ...	17th May ...	452
Gaya ditto	2,159,498	110	92	25th ,, ...	13th ,, ...	513
Shahabad	1,666,440	98	78	17th ,, ...	21st ,, ...	484
TIRHUT DIVISION	...	...	...			...
Saran	2,289,542	120	110	19th March ...	6th May ...	545
Champaran	1,902,038	100	87	20th ,, ...	11th ,, ...	566
Muzaffarpur	2,646,595	170	148	18th ,, ...	25th April ...	620
Darbhanga	2,922,919	150	112	21st ,, ...	15th May ...	562
BHAGALPUR DIVISION	...	...	...			...
Monghyr	1,857,024	100	89	20th March ...	23rd May ...	410
Bhagalpur Central Office	3,079,509	220	125	25th ,, ...	23rd ,, ...	470
Purnea	1,049,322	45	40	31st ,, ...	17th ,, ...	795
Darjeeling	193,301	20	17	20th ,, ...	9th ,, ...	254
Sonthal Parganas	1,882,324	93	78	17th ,, ...	22nd ,, ...	501
ORISSA DIVISION	...	...	...			...
Cuttack Central Office	6,103,428	280	219	20th March ...	16th May ...	637
Balasore	1,035,568	50	47	18th ,, ...	9th ,, ...	558
Puri	1,023,402	50	47	20th ,, ...	20th ,, ...	522
Sambalpur	744,192	95	81	6th April ...	27th April ...	642
CHOTA NAGPUR DIVISION ...	...	...	...			...
Hazaribagh Central Office	1,288,609	100	84	21st March ...	29th April ...	482
Ranchi	1,347,911	83	71	15th ,, ...	23rd May ...	410
Palamau	659,259	50	46	17th ,, ...	30th April ...	581
Manbhum	1,547,699	73	56	16th ,, ...	16th May ...	593
Singhbhum	842,691	40	33	14th ,, ...	22nd ,, ...	589
NATIVE STATES	...	...	...			...
Cooch Behar	593,052	50	36	16th March ...	2nd May ...	435
Sikkim	88,248	10	9	21st ,, ...	6th ,, ...	371

* The average was 374 for the Calcutta slips and 434 for other slips.

STATEMENT II.—SORTING.

PERIODS.	NUMBER OF BOXES SORTED FOR TABLE—												
	VII.	VIII.	IX.	X.	XI.	XII.	XIII.	XIV.	XVA.	XVB.	XVI.	XVII.	XVIII.
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Up to the end of April 1911 ...	...	...	...	...	...		...	...	...	...	...	...	...
,, May ,, ...	992	502	44	263	310		101	19	...	...	...	...	...
,, June ,, ...	2,218	2,481	1,581	2,397	2,488		1,909	1,148	282	232	646	158	95
,, July ,, ...	1,102	1,049	1,769	1,171	1,116		1,547	1,928	1,387	1,244	1,850	65	46
,, August ,, ...	300	563	1,145	754	673		1,005	1,380	2,331	2,406	1,600	139	130
,, September ,, ...	78	95	108	103	101	Not available.	126	157	549	656	275	19	67
,, October ,, ...	...	...	43	2	2		2	58	141	152	119	...	...
Total ...	4,690	4,690	4,690	4,690	4,690		4,690	4,690	4,690	4,690	4,690	378	338

NOTE.—For Tables XVII and XVIII the unit of sorting was, as a rule, the district or State, but *in some districts*, such as Ranchi, the unit was the thana. For the other tables the unit was the thana or town, except in some localities, such as the non-police area in the Sonthal Parganas, where the unit was the charge: in some cases also the police-station was taken as the unit. The average number of boxes per unit was [illegible] tables, except Tables XVII and XVIII.

CHAPTER III.

The cost of the Census.

149. THE statements appended to this chapter furnish full details of the actual cost of the census at all stages of the operations, and also show the cost according to the departmental accounts. As stated in the report of 1901, there are two aspects from which the cost of the census can be viewed, viz.—(1) the additional expenditure incurred by Government on account of the operations, and (2) their actual cost, after debiting the census with the salaries of all permanent officers deputed to census work, irrespective of the heads to which their salaries are debited in the books of the Accounts Department. The expenditure considered from the first point of view, which after all is the most important one, is shown in Statement I, and that according to the second in Statement II. This latter Statement, it will be seen, is divided into two parts, viz., expenditure according to the Comptroller-General's accounts, and expenditure according to the departmental accounts. The main difference between the two is that in the latter the salaries of officers deputed to census are included, while the acting allowances of their substitutes on the regular staff are omitted.

150. In both statements the cost incurred in the two years 1910-11 and 1911-12 is for the Province of Bengal (excluding Calcutta) as constituted in those years. The expenditure shown for 1912-13, however, is for the Presidency of Bengal and the Province of Bihar and Orissa taken together, as the compilation of the figures and the preparation and printing of the tables and report volumes for both provinces were in my charge, and separate accounts could not be kept. In the two years ending on the 31st March 1912 the expenditure incurred in Bengal was Rs. 2,83,415-11* or Rs. 4-15-3 per 1,000 of the population, while the expenditure in Eastern Bengal and Assam was Rs. 2,00,256-6-6 or Rs. 5-12-7 per 1,000. In 1912-13 the aggregate expenditure for Bengal and Bihar and Orissa, as now constituted, was Rs. 30,102-13-9.* This latter figure includes Rs. 7,480 on account of the cost of the Dacca office, which dealt not only with the figures for Bengal (as now constituted), but also with those for Assam from 1st April 1912 to 3rd May 1912. One-third of the cost of this office for this period, *i.e.*, Rs. 850, is debited to Assam, so that the net expenditure in 1912-13 for Bengal and Bihar and Orissa amounts to Rs. 29,252-13-9.†

151. The only practicable way of apportioning the cost to the provinces as now constituted is to divide the total cost rateably according to the population of each. On this basis the cost of the census in the Bengal Presidency during 1910-12 comes to Rs. 2,51,303-2-8, while in Bihar and Orissa it is Rs. 1,92,317-5-2. Similarly, if the net expenditure incurred in 1912-13 for both Bengal and Bihar and Orissa, viz., Rs. 29,252-13-9, is divided rateably according to the population included in each, Rs. 16,019-8 falls to the share of Bengal and Rs. 13,233-5-9 to the share of Bihar and Orissa. The total cost of the census operations for Bengal as now constituted (excluding Calcutta) thus comes to Rs. 2,67,322-10-8 or Rs. 5-12-4 per 1,000 of the population, and that for Bihar and Orissa to Rs. 2,05,550-10-11 or Rs 5-5-7 per 1,000 of the population. The slight excess in the incidence of the cost in the Bengal Presidency, compared with Bihar and Orissa, is due to the relatively greater expenditure incurred during 1910-12 in Eastern Bengal and Assam. The corresponding proportional expenditure was Rs. 4-5-7 at the last census, when Bengal, Bihar and Orissa formed one province. Strict economy was maintained at all stages of the operations, and the increase of expenditure at this census is principally due to the fact that the cost of living has increased and wages have risen since 1901, so that copyists and sorters could not be obtained on as low wages as in that year.

* These figures exclude the cost of the census of Calcutta, viz., Rs. 10,073-15-1 in 1910-12 and Rs. 6,023-3-4 in 1912-13.

† Final figures of the total cost of printing the Reports and Tables not being available, an estimate has been made of a portion of the cost.

STATEMENT I.—ACTUAL EXPENSE DISTRIBUTED UNDER THE HEADS OF ACCOUNT LAID DOWN BY THE COMPTROLLER-GENERAL.

					TOTAL.
					Rs. a. p.
		3,135 9 2	4,023 11 11	2,388 9 3	9,551 8 4
					9,551 8 4
		1,430 8 0	16,498 13 11	16,648 6 11	34,794 10 10
					33,556 10 10
					1,238 0 0
		2,976 1 6	2,440 11 3	124 8 0	5,541 4 9
					4,526 8 0
				124 8 0	1,015 11 9
		3,405 1 2	2,360 10 5	2,547 7 6	8,314 3 1
					...
					69 1 6
				12 4 0	1,372 13 2
				47 4 6	2,820 0 6
				281 2 5	1,170 4 0
				1,000 9 4	2,761 15 11
		31,171 13 10	26,320 13 6	21,708 15 8	58,201 11 0
		432 7 7	378 1 3		810 8 10
					403 9 10
					169 0 0
					207 15 0
		894 9 11	242 13 5		1,137 7 2
					...
					163 0 0
					...
					974 7 2
		1,517 1 6	430 14 6		1,948 0 0
		373 6 11	1,71,025 10 4	6,100 12 10	1,77,500 1 1
					1,64,415 15 7
					12,459 7 6
					624 10 0
		4,818 9 2	14,180 0 2	820 10 8	19,827 4 0
					5,813 6 2
					3,780 5 2
					460 7 11
					556 0 6
					962 7 9
					8,254 8 6
		5,190 3 1	1,85,215 10 6	6,921 7 6	1,97,327 5 1
					25,314 14 9
					...
		8,084 7 2	2,821 12 0	2,895 9 11	13,801 13 1
					13,801 13 1
					...
		6,193 6 6	905 13 6		7,099 4 0
					279 1 6
					6,820 2 6
		37,517 14 6	5,802 7 5	2,895 9 11	46,215 15 10
		4,642 12 11	16,679 14 4	4,600 0 0	25,922 11 3
					13,423 3 2
					12,499 8 1
		4,642 12 11	16,679 14 4	4,600 0 0	25,922 11 3
		11,171 13 10	25,320 13 6	21,708 15 8	58,201 11 0
		1,517 1 6	430 14 6	...	1,948 0 0
		5,190 3 1	1,85,215 10 6	6,921 7 6	1,97,327 5 1
		37,517 14 6	5,802 7 5	2,895 9 11	46,215 15 10
		4,642 12 11	16,679 14 4	4,600 0 0	25,922 11 3
		60,039 13 10	2,33,449 12 3	36,126 1 1	3,29,615 11 2

N. B.—(a) This is the net expenditure after deducting recoveries amounting to Rs. 12,330-5-6 (of which Rs. 10,528 represents amounts contributed by mofussil municipalities).

(b)	Ditto	ditto	ditto	147-1-6
(c)	Ditto	ditto	ditto	64-11-6
(d)	Ditto	ditto	ditto	225-3-0
(e)	Ditto	ditto	ditto	1-11-9
(f)	Ditto	ditto	ditto	0-4-0
(g)	Ditto	ditto	ditto	567-10-6
(h)	Ditto	ditto	ditto	52-8-5

* This includes a sum of Rs. 3,952-7-4 paid to the Calcutta Corporation as a contribution by Government to the cost of the Census of Calcutta.
† This is the net expenditure after deducting Rs. 371 recovered from mofussil municipalities.
‡ This represents recoveries effected by the sale of furniture.

CHAPTER IV.

The Census of Sikkim.

152. The census of Sikkim is a matter of special difficulty owing to the mountainous nature of the conutry, its scattered population and the paucity of literate persons. In 1900 an excellent scheme for its census was drawn up by Mr. Gait, but was not given effect to. This scheme was made the basis of the operations at the present census with some modifications suggested by Mr. C. A. Bell, I.C.S., the Political Officer, one of the most important being the provision for a salaried staff. The arrangements made in consultation with the Political Officer are described in the following note which I drew up in May 1910.

153. "At the census of 1901 special arrangements were made as described in Mr. Gait's note, the main features of the scheme being—

GENERAL SCHEME.

(1) the preparation of a village register,
(2) house-numbering in September, and
(3) an enumeration between 15th January and 15th February.

"It was discovered at a late stage in the proceedings that the great majority of the *kazis* and *mandals* who were to form the census agency were illiterate; house-numbering was not carried out except in bazars, and two clerks of the Political Officer's establishment had to be deputed as enumerators for the whole State. They went round from village to village throughout Sikkim, correcting the schedules that had been written up and filling up those that had been left blank, in the latter case collecting the people together at the *mandal's* house and questioning them. They had no opportunity of checking the number of houses or of their inhabitants. In this way they concluded the enumeration in 10 weeks. The returns thus obtained showed a population of 59,014 persons spread over an area of 2,813 square miles, the density being only 21 persons per square mile.

154. "It may, I think, be taken for granted that the last census was not satisfactory. There are, however, special difficulties in conducting a census in Sikkim, where its objects are not understood or appreciated. The landlords dislike it, as they regard it as a preliminary to increased taxation. This objection has some foundation because the increase of houses shown by the last census resulted in an enhanced assessment, the census figures having been taken for two or three years afterwards as the basis of assessment of the house-taxes. The *mandals* (headmen) are unwilling to undertake work which does not benefit them, and the people are superstitious: many regard an enumeration with such suspicion, that they will do their best to avoid being counted. There are also other difficulties which may be briefly mentioned here, such as the absence of village sites, the people living in scattered homesteads and at considerable distances from one another, their migratory habits, the mountainous nature of the country, and the difficulties of communication. Perhaps the greatest difficulty, however, is to obtain a sufficient number of men qualified to act as enumerators, for they must not only be able to read and write, but also have enough intelligence to undersand and carry out the instructions. At the last census, for instance, it was found that enumerators would read their instructions, and not being able to understand them leave the whole schedule blank. Another enumerator would enter the age of a person as 640 years, that being the number of years which had elapsed since the first settlement of the family of Sikkim. The number of literate persons has increased very little since then. In spite of these difficulties there seems no reason why a simple scheme. following the lines laid down by Mr. Gait in 1900, should not be practicable, provided that there is close supervision and constant personal attention paid to the operations. I note below the outlines of this scheme, and may here mention that the Political Officer desires that the arrangements should be as simple as possible so as to avoid unsettling the minds of the people, and also because in

Sikkim there is little of the ordinary machinery of Government such as is found in British districts.

155. "The whole of Sikkim is divided among 50 to 60 estates owned by *kazis, thikadars* and *lamas*, who will for the sake of brevity be called landlords. The boundaries of these estates are known, and if they are taken as units, there is no fear of inhabited areas being lost sight of. Each landlord has several *mandals* or headmen under him, who are responsible for the collection of rents and taxes from the villagers. The number of houses under each *mandal* varies from 5 to 60, and they are scattered over the hillsides and valleys. The average number of houses under each *mandal* is not known, but may be estimated at 20. Each *mandal* has to keep simple accounts, but they are nearly all illiterate, and each illiterate *mandal* employs a man called a *baidar* or *kamdari*, who can read and write and keep accounts for him. It will be laid down that the landlords, and under them the *mandals*, will be responsible for the census work, and that any of them who neglects it will be liable to punishment. At the same time, it will be explained that those who do it properly will receive a certificate from the Darbar in recognition of the services they have rendered.

156. "The first thing to be done is to prepare a register for the whole of Sikkim in the following form :—

Name of Estate— *Name of Landlord—*

Serial No.	Name of *mandal*.	Number of houses under each *mandal*.	Names of literate persons suitable to act as enumerator under *mandal*.	Serial Number of Census.	
				Circle.	Block.
1	2	3	4	5	6

"The landlords will be directed to report the information required to fill in columns 2, 3 and 4 by the 15th July, and they should be specially instructed to report the names of all *baidars (kamdaris)* who can read and write. In case of faulty returns the Charge Superintendents mentioned in the next paragraph will visit the estate concerned and check and correct the returns personally. After all the reports have been received, columns 1 to 4 will be written up in the Political Officer's office. Columns 5 and 6 will be filled up after the formation of blocks *(vide infra)*. It is not known how many *mandals* there are in Sikkim, but the number is estimated at 800. It will be sufficient therefore if the register allows for 1,000 entries, and the forms required for it can easily be cyclostyled. There is already a list of the estates in the Political Officer's office and also lists showing the number of houses in each landlord's estate. The latter were prepared two years ago and can be used for checking the returns. The register will be prepared separately for bazars.

157. "The next step will be to form census blocks in each estate. The houses under each *mandal* should always form one block, and one enumerator can deal with one or more blocks according to circumstances, *e.g.*, the number of houses in each block, their distance from another, and the number of literate men (the *mandal*, his *baidar*, or some other person) available. The blocks will be grouped into 12 circles, each of which will consist of one or more estates : in no case will an estate be included in two circles. The circles will form two charges as follows :—

Charge No. 1 will include all the country to the east of the Tista and will be divided into four circles, viz., Cheungtong, Gangtok, Pakyong and Rhenok.

Charge No. 2 will include all the country to the west of the Tista and will be divided into eight circles, viz., Simik, Namphak, Chidam, Namchi, Tozing (Kouzing), Tashiding, Pemionchi and Rinchinpong.

"After the formation of these census divisions, columns 5 and 6 of the register referred to in the last paragraph will be filled up.

"Each charge will be under a Superintendent appointed by the Political Officer, and each circle will be under a supervisor. Twelve supervisors will be required, and it is proposed that they should be men selected by the Political Officer, and that they should be paid Rs. 30 a month (Rs. 15 salary and Rs. 15 travelling allowance). They will be appointed on the 22nd October, and, on appointment, each of them will be given a copy of the register so far as it relates to his circle. Another copy of the extract for each circle will be kept in the office of the Political Officer. From the 22nd October to 7th November they will be trained at Gangtok in their duties both as regards house-numbering and enumeration.

158. "House-numbering will begin on the 7th November and be completed by the 30th November. Each house will be numbered serially (block by block) with white-wash, in the order in which it will be convenient for the enumerator to make his round. The *mandal* will be responsible for the numbering, and while it is in progress he or his *bridar* will prepare a house list (on a form provided for the purpose) showing (1) the number of each house and (2) the name of the head of the family.

"The landlords will test the house-numbering and see that no house in their estates remains unnumbered or is omitted from the house list. If such is found to be the case in any estate, the landlord will be liable to punishment. The supervisors will also be constantly on tour inspecting the work and seeing that no houses are left unnumbered, as will probably be the case unless the work is constantly and carefully supervised, because, as already explained, it is to the interest of landlords to conceal the number of houses in their estates. At the same time the supervisors will examine the persons nominated as enumerators to see if they really can read and write and are men of intelligence; if they are not, the supervisors will make enquiries as to who can be appointed as enumerators. They will report any changes necessary to the Charge Superintendent.

"In a country, such as Sikkim, where there are no villages outside a few bazars, but only scattered houses, house-numbering is of the greatest importance; and the utmost care will have to be taken to see that every house is accounted for. Enquiries about houses will have to go on even after November and be continued till the enumeration is over, for throughout the cold weather there is an influx of Nepalis, who settle down and build houses for themselves, not leaving Sikkim till March. Any new houses brought to light after house-numbering should be given the number of the nearest house with a letter after it to distinguish it. All officials of the State on tour will bring to notice any cases of houses being left unnumbered. The vaccinators should form a valuable agency for this purpose as they know all the houses in their circles; but care will be necessary to prevent any impression that the census is concerned with vaccination.

159. "On the 15th December the enumerators will be appointed.* Between that date and the 15th January they will be carefully instructed in their duties by the supervisors. The latter will receive a manual of instructions and a copy of the instructions for enumerators adopted for British India. Each enumerator will receive a set of simple instructions, a set of blank schedules to be filled up as a test, and a specimen schedule. They will be trained orally by the supervisors, who will examine them to see that they understand the instructions and will give them practical training by making them fill in blank schedules and explaining their mistakes.

160. "Enumeration books will be distributed to the enumerators through the landlords, and should reach each enumerator by the 1st January. There will be one enumeration book for each block. Beginning on the 15th January each enumerator will visit all the houses in his block in the order in which they are shown in his house list, and will fill in all the columns of his schedules for all the persons residing in each house. This work will have to be completed by the 15th February. During this period, and also more

* Separate enumerators will be appointed for bazars.

particularly in the interval between the 15th February and the 1st March, as many as possible of the entries should be checked and the mistakes corrected. This will be done by the Charge Superintendents and supervisors, who will be constantly on tour, and by any other officers whom it may be possible to spare.

"It is desirable to enlist for this purpose, and for supervision at other stages, the services of all officials and non-officials that are available; but care must be taken that the latter are themselves conversant with the rules and competent to perform the work entrusted to them. Among such persons I may mention the State Engineer, the Civil Surgeon, the Public Works Department sub-overseers, the vaccinators, post-masters and school-masters of the Mission schools.

"The record of this enumeration will form the final census record throughout Sikkim. At the last census a night census was effected in eight bazars, but the Political Officer is afraid that such a census might cause confusion. In these circumstances, and considering the small number of persons concerned, I do not think that it is worth while troubling about. It should, however, be specifically laid down that the enumeration in each bazar should be carried out on some fixed day which is not a *hât* day.

161. "Special arrangements will have to be made in some cases, viz., in the case of Europeans and Eurasians, and for the cantonments, police lines, jail and dispensary at Gangtok. The procedure observed in Bengal in such cases will be followed. The Missions at work will also have to be requested to instruct their Christian converts how to return their religion. Special arrangements will be made by the Political Officer for the enumeration of graziers. I am informed that there will not be any difficulty about Bhotia graziers, as they generally have some cultivation and a permanent home in some estate. The enumeration of Tibetan graziers in the highest valleys would be very difficult, but at the time of the enumeration these valleys will be under snow and there will consequently be no grazing in them. The Nepali graziers have no homes in Sikkim, but grazing rents are collected from them by certain landlords living near the Sikkim-Nepal border, who will be called on to arrange for their enumeration.

162. "On the 5th March each enumerator will take his book to the supervisor in whose circle his block lies. The supervisor will see that he gets an enumeration book for each block, and will have the number of houses, and of males and females, added up independently by the enumerator of the block and by two other enumerators. If the totals agree, he will accept them as correct and enter them in the abstract at the end of the book. If not, he will add up the entries himself. When he has passed all the abstracts, he will enter them in a similar abstract for his circle and strike a total. He will send this total by a special messenger to the Political Officer not later than the 9th March. The Political Officer, as soon as he has got figures for all circles, will strike a total for the whole of Sikkim and telegraph it to the Census Commissioner and the Provincial Superintendent at Calcutta.

"The supervisors should arrange all the enumeration books in the serial order of blocks as shown in their extracts from the register mentioned above, and after tying them by string lengthways and across should send them, as soon as possible, to the Political Officer. The latter, after checking them with his register to see that none are missing, will cause them to be copied in English on to slips. These slips will be sent to the Provincial Superintendent, and not the original enumeration books, as the languages in which these will be printed and written up are not intelligible to the Census Office clerks. The supervisors will, if possible, be employed on this work: the "internal branch" of the Political Officer's office (*i.e.*, the branch which deals with internal administration) consists only of four clerks and the Superintendent, and extra help is therefore essential."

163. This scheme was successfully carried out under the supervision of Mr. Hodges, Superintendent of the Political Officer's office, who was placed in direct charge under the Political Officer. One modification was made in the instructions with regard to the distribution of enumeration books

through the landlords. These books were distributed through the paid staff of supervisors and Charge Superintendents, as many of the landlords were indifferent to the census, and it is probable that there would have been serious delays and losses of books if the distribution had been left to them. When distributing the books, the supervisors gave oral instructions to the enumerators. This plan worked well and may be noted for adoption at a future census.

One of the Charge Superintendents was the State Excise Sub-Inspector. He discharged the duties of Superintendent from 15th October till 15th December in addition to his ordinary work, and was then placed solely on census work, his pay (Rs. 30 a month and Rs. 15 travelling allowance) being debited to Census from the latter date. The other was paid Rs. 40 a month and Rs. 15 travelling allowance. The register mentioned in paragraph 156 was completed by the end of July, and after this the Superintendent proceeded to form circles and blocks in consultation with the vaccinators. It was decided that each circle should consist of entire estates, so that the blocks contained in any estate should not be in different circles. It was also decided that one enumerator might have several blocks, as some of the *mandals'* areas contain very few houses; no limit was fixed for the number of houses to be allotted to each block, as so much depends on local conditions, *e.g.*, the distance of houses from one another, the nature of the country and the number of enumerators available, besides which plenty of time was allowed for the enumeration. Each bazar formed one block with one enumerator. The vaccinators were supplied with a copy of the register and directed to ascertain during their tours the suitability of the arrangements. On receipt of their reports the Superintendent revised the arrangement of circles and blocks wherever necessary.

161. Complete house lists were prepared by the 21st January, when 20,922 houses comprised in 323 blocks were reported. This figure formed the basis for the final supply of forms, which were sent up as fast as possible. The number of houses reported was in excess of the final number ascertained at the actual census, but this was all to the good, as the most liberal allowance must be made for forms in a backward state. Arrangements were made for a synchronous census of all non-residents on the 25th February. This was an important innovation, for at previous censuses only residents were enumerated. The non-residents include not only nomadic graziers but also a large number of Nepalese who wander from place to place in search of work from the beginning of November to the end of March. A synchronous enumeration was absolutely necessary in their case, as otherwise one man might be counted several times or escape enumeration altogether. The general census was carried out between the 15th January and the 1st March, on which date the enumerators had to deliver the schedules to the supervisors. The provisional totals were then compiled and wired to me on the 10th March.

Forms.

165. A set of instructions to enumerators was drawn upon the basis of that used in British India. It was simpler and shorter than the latter, and the illustrations were adapted to local conditions. A specimen schedule showing entries likely to be found in Sikkim was also specially prepared and printed (with the instructions) on the cover. The cover again was simpler than that used in Bengal. The particulars on the left hand portion of the first page were merely (1) Circle number, (2) Block number, (3) Name of estate, (4) Name of *mandal*, (5) Name of enumerator, (6) Enumeration commenced and (7) Enumeration completed. A simplified form of house list was used, at the top of which the charge, circle and block numbers were entered, while the columns below referred to the *mandal's* name, the serial number of the house, the name of the head member of the family, and the description of the house. At a future census the description of the house might well be omitted. These forms were printed in Nepali-Hindi and Tibetan, in the former language at the Presidency Jail Press, in the latter at the Darjeeling Secretariat Press. The number of copies supplied is shown in the margin. A modified form of supervisors' instructions was also prepared and supplied to the twelve supervisors.

	Covers.	House lists.	General schedules
Nepali-Hindi	1,500	2,000	12,000
Tibetan	1,000	2,000	8,000

SLIP-COPYING.

166. The entries on the schedules were copied on to slips in English by a small staff at Gangtok, under the supervision of the Superintendent, Mr. Hodges. As in 1901, the work was done excellently. The slips when ready were despatched to the Central Census Office at Bhagalpur for sorting and compilation.

COST OF THE CENSUS.

167. Half of the cost of the census was borne by the State of Sikkim and half was debited to Census, *i.e.*, it was met by the British Government. The details of the cost are given below :—

		Rs.	A.	P.
I.—Enumeration—				
(*a*) Pay of Charge Superintendent, No. I	...	237	11	10
(*b*) Ditto ditto, No. II	...	135	0	0
(*c*) Pay of supervisors	...	1,475	4	6
(*d*) Cost of census forms ...	...	106	3	1
(*e*) Carriage of census forms ...	...	20	3	0
(*f*) Contingencies	...	8	4	0
Total	...	1,982	10	5
II.—Slip-copying—				
(*a*) Allowance to supervisor ...	...	25	2	6
(*b*) Ditto to assistant supervisor	...	27	0	6
(*c*) Record-keeper	...	26	0	0
(*d*) Pay of copyists	...	218	2	10
(*e*) Do. of infirmity slip copyists ...	...	8	8	6
(*f*) Carriage of slips	...	29	4	0
(*g*) Contingencies	...	11	8	6
Total	...	345	10	10
GRAND TOTAL	...	2,328	5	3

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